

Dec '47

# Social Security Bulletin

December 1947

Vol. 10

No. 12

•

*Social Security Looks Ahead*

*Ways to Improve the  
Old-Age and Survivors Insurance Program*

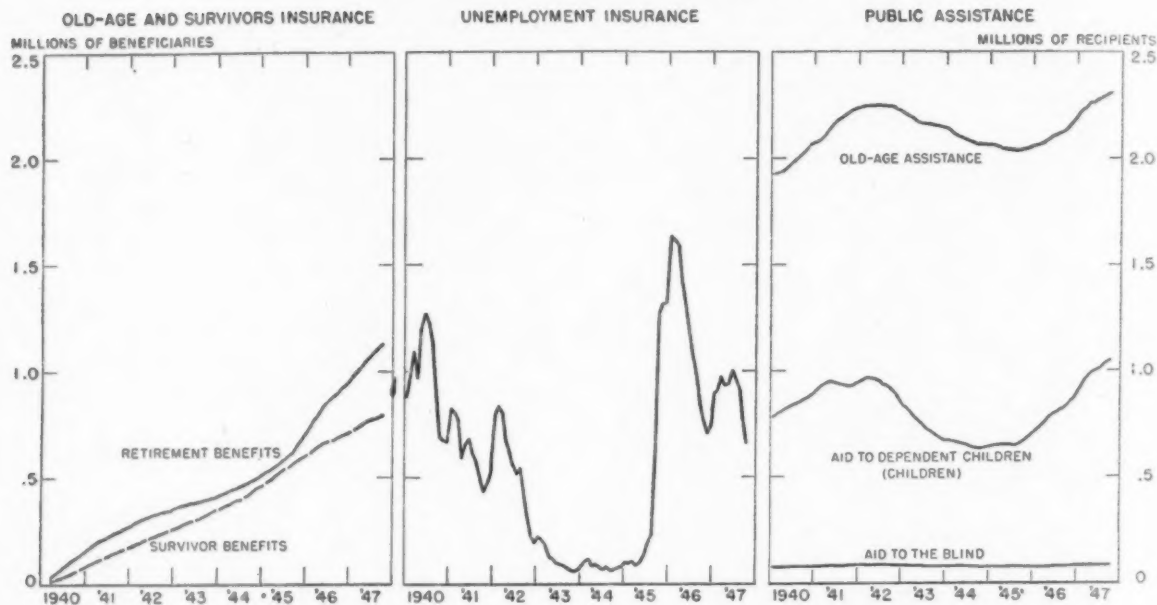
FEDERAL SECURITY AGENCY

SOCIAL SECURITY ADMINISTRATION

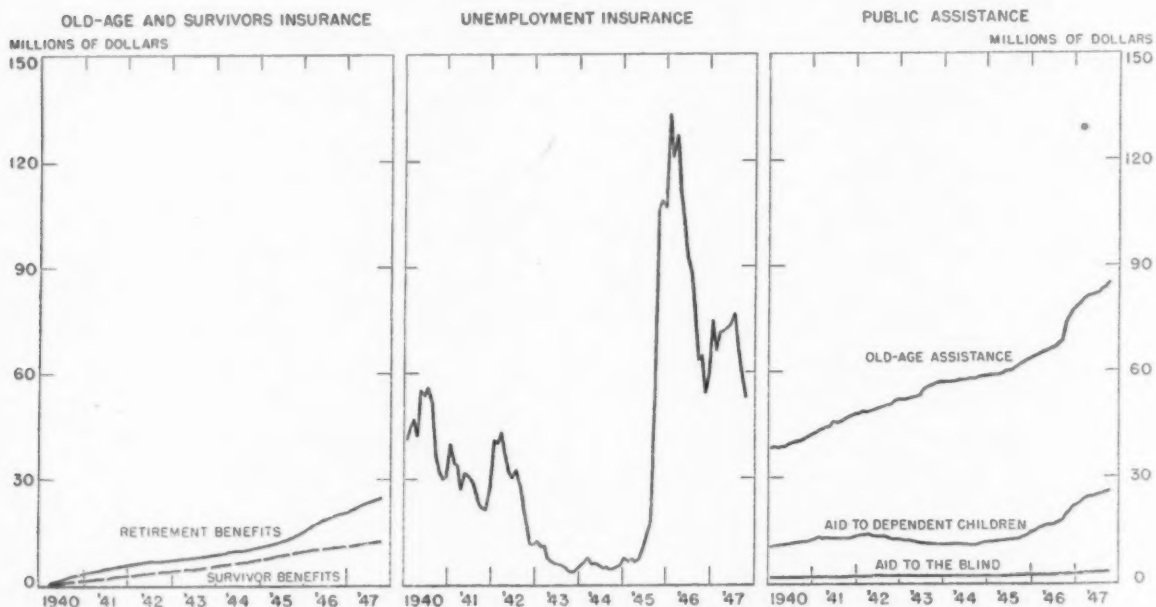
WASHINGTON, D. C.

# Social Security Operations\*

## INDIVIDUALS RECEIVING PAYMENTS



## SOCIAL SECURITY PAYMENTS



\* Old-age and survivors insurance, beneficiaries actually receiving monthly benefits (current-payment status) and amount of their benefits during month; unemployment insurance, average weekly number of beneficiaries for the month and gross benefits paid during the month under all State laws; public assistance, recipients and payments under all State programs.







# Social Security Bulletin

Volume 10

December 1947

Number 12

## Social Security in Review

### The Month of November

During November there were no signs of the beginning of the economic set-back that some observers have considered likely to develop during the current winter. Instead, industrial production and employment remained at high levels. Steel operations, for example, which reached a postwar high in October (97.6 percent of capacity), continued at that rate in November. Residential construction activity was far ahead of last year's. According to the Bureau of Labor Statistics estimates, about 860,000 housing units will have been started in 1947—the largest number since the record year of 1925; about 745,000 units were completed during the first 11 months of this year, as compared with only 440,000 in the whole year 1946. Automobile production dropped slightly during the week ended November 8 but then resumed its moderate upward trend, and the number of units produced totaled 115,197 for the week ended November 22. Christmas buying was reflected in the increase in department-store sales; dollar sales for the first half of November showed an increase of 11 percent over those in the corresponding period of 1946.

Prices on many items continued to rise as the heavy demand was maintained for goods for foreign and domestic consumption. The price index of 28 basic commodities, for example, after dropping from 345 on October 25 to 342 on November 1, increased steadily to 354 on November 22.

Although many families—primarily in low-income groups—are finding it necessary to dip into savings to some extent and to curtail expenditures for certain items in order to meet higher food costs, over-all domestic demand seemed moderately firm. This fact, with the increase in foreign demand

expected to result from the foreign aid program, seems to point to a continued high level of economic activity during the coming months. There is no evidence to indicate that any major changes in price schedules or the level of unemployment, except for seasonal variations, will take place in the immediate future. Some seasonal increase in unemployment may be expected during the winter months.

The weekly trend of claims received in local offices has started to reflect

this seasonal increase. Though State and national holidays were responsible for some of the fluctuations in the weekly volume of claims receipts, as shown in the following tabulation, it is apparent that the trend of initial claims is maintaining its slow upward movement.

Week ended—	Initial claims	Waiting-period claims	Compensable claims
October 25.....	132,810	75,045	559,263
November 1.....	139,643	73,960	659,333
November 8.....	153,525	73,615	644,903
November 15.....	141,056	78,756	624,784
November 22.....	166,636	83,457	680,593

(Continued on page 18)

### In this issue:

	Page
SOCIAL SECURITY IN REVIEW:	
The month of November.....	1
October in review.....	18
SOCIAL SECURITY LOOKS AHEAD: RECOMMENDATIONS OF THE SOCIAL SECURITY ADMINISTRATION IN ITS ANNUAL REPORT TO CONGRESS.....	
	2
WAYS TO IMPROVE THE OLD-AGE AND SURVIVORS INSURANCE PROGRAM, by A. J. Altmeyer.....	
	8
EMPLOYMENT SECURITY:	
Unemployment claims and benefits.....	19
State programs.....	19
Veterans' unemployment allowances.....	27
Time lapse in benefit payments, April-June 1947.....	28
Time lapse in appeals decisions, January-March 1947.....	28
Nonfarm placements.....	28
OLD-AGE AND SURVIVORS INSURANCE:	
Monthly benefits in current-payment status, October 1947.....	29
PUBLIC ASSISTANCE:	
The first year under the 1946 amendments.....	29
Program operations.....	35
SOCIAL AND ECONOMIC DATA:	
Social security and other income payments.....	35
Personal income.....	35
Social insurance and related payments.....	35
Employment covered by social insurance.....	37
Estimated workmen's compensation payments, 1946.....	37
National income measures and social insurance.....	38
RECENT PUBLICATIONS.....	47

## Social Security Looks Ahead: Recommendations of the Social Security Administration in Its Annual Report to Congress

*In its first annual report the Social Security Administration,<sup>1</sup> successor to the Social Security Board, presents a record of substantial accomplishment during the fiscal year 1946-47 in providing a basic minimum of economic security to millions of persons in the Nation, and health and welfare services to thousands of children and mothers. It also indicates the extent to which it believes the present provisions should be strengthened and extended to meet more fully the objectives of social security for all people in all parts of the country.*

OPERATION of the various programs under the Social Security Act during the fiscal year 1946-47 underscored the fact that, while full production and full employment are imperative for the Nation's continuing economic health, they cannot of themselves solve the problems that face most working people and their families when family income is interrupted for any length of time or cut short completely.

In this country, as in all countries that have adopted social security measures over a period of time, development of an adequate, comprehensive system is an evolutionary process. The Social Security Act, building upon and extending earlier legislative provisions enacted at different times and dealing with different groups of the population, represented the first concerted attack on problems recognized as transcending individual or community efforts at solution. Our present system is still incomplete in the coverage of both risks and persons, and the extent of protection for persons insured against similar economic risks varies greatly.

During the war this country proved its amazing productive capacity by turning out half of the war material with which the Allied Nations waged war on all fronts throughout the

world. We are now producing at least one-third of the world's total output of goods, at an unprecedented level of civilian employment. The Social Security Administration believes that economic conditions at the present time offer an exceptional opportunity to develop a comprehensive program that will provide the basic essentials of social security for all persons in all parts of the Nation.

### *A Comprehensive Program of Social Security*

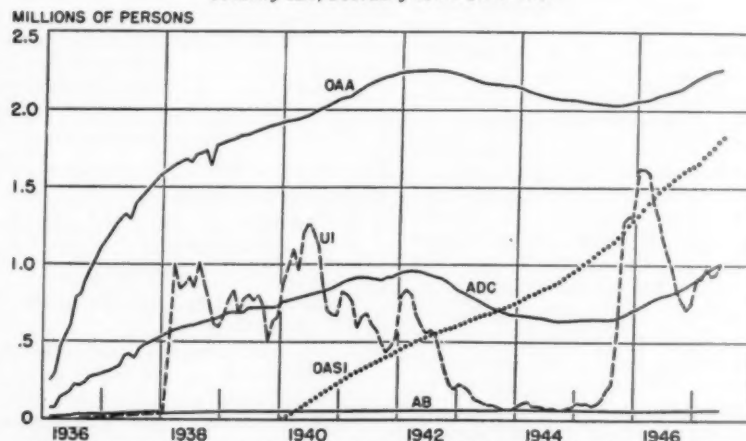
To accomplish this objective, the Social Security Administration believes that our present programs of social insurance should be broadened into a comprehensive system that will

underwrite the basic minimum security and well-being of the people of the Nation. The objective of such a program is twofold. It should enable the great majority of all individuals and families to maintain their independence when they meet with the common economic hazards against which they have little or no individual defense. It should also assure that the services necessary for the health and welfare of the people of our country are available for their use.

In our contributory social insurance program we have a tested and successful system that can be used to compensate all the major risks of wage loss—sickness and extended disability, unemployment, old age, and death, as well as the costs of medical care. A comprehensive social insurance system would afford protection to all to whom these risks apply. It would have the simplicity and economy attainable through the use of a single set of records, a single contribution, and a single set of local offices to administer all types of cash benefits.

Even with complete coverage of risks and of population, however, there will always be some groups who will fail to qualify for insurance benefits and others who need services for which they turn to the public welfare agency. For them, there should be comprehensive welfare programs, in-

*Social insurance beneficiaries and public assistance recipients under the Social Security Act, February 1936-June 1947<sup>1</sup>*



<sup>1</sup> AB: aid to the blind. ADC: aid to dependent children. OAA: old-age assistance. OASI: old-age and survivors insurance. UI: unemployment insurance.

<sup>1</sup> The report, from which this summary of recommendations is taken, covers all programs now operating under the Social Security Act and the research and reporting functions of the Children's Bureau under the act establishing that Bureau. The report constitutes section 1 of the Annual Report of the Federal Security Agency, 1947.

## A Comprehensive Program of Social Security

The Social Security Administration recommends the establishment of:

**A comprehensive basic national system of contributory social insurance.** This basic program, covering all major risks to economic independence and all workers and their dependents threatened by such risks, would include insurance against wage loss in periods of disability and against costs of medical care, for which no general provision now exists in the United States, as well as old-age and survivors insurance and unemployment insurance. Cash benefits would be related to past earnings and additional benefits provided for dependents. The program would be designed to eliminate existing gaps in the coverage of both persons and risks, to remove present inequities in the protection of workers and their families and in the financial burdens of employers, and to provide a consistent relationship, not only among the insurance provisions for the various risks covered but also between the provisions of the basic system and those of supplementary special systems now in effect for particular groups. As compared with separate programs to meet particular risks, such a system would reduce administrative costs and reporting burdens and simplify arrangements as they affect workers, employers, and public agencies.

**A comprehensive program of public welfare, including public assistance and family and child welfare services.** Under this program, on a Federal-State basis, payments and services financed from Federal and State funds would be available to any needy person in the United States, irrespective of the reason for need or the place of residence. The Federal financial contribution to such a program should be designed to remove the great disparities now existing in the treatment of various classes of needy persons and to reduce the disparities in different parts of the country. It should also be designed to remove serious present inequities in the relative burdens borne by States and localities in financing public assistance.

The role of public welfare agencies should be strengthened by Federal participation on a State-wide and comprehensive basis in social services for all families and adults and children. Federal grants should be available likewise to assist the States in developing such services to families and individuals—whether self-supporting or not—who turn to the agencies for help in becoming self-supporting, in making use of community resources, and in solving individual problems in family or community adjustment.

**A comprehensive program of health and welfare services for children and research in child life.** Such a plan should provide for the progressive development of the full range of physical, mental, and social services of high quality required by mothers and children of this country wherever they live and whatever their income or race. Immediate attention should be given to the provision of programs of health, medical, and dental services for the child of school age—one of the most neglected areas of service. Research and investigation in child life are essential in supporting and guiding the development of these services and enriching our knowledge and understanding of the needs of children. Such research should approach the programs of child life from the point of view of the total child, his growth and development, and his place in society.

cluding family and child welfare services. In addition to these provisions for safeguarding family income and family welfare, a comprehensive

program of services for children should be developed, since the Nation's future will be determined by the children of this generation.

## Disability and Medical Care Insurance

**Disability insurance.**—The size of the disability problem can best be visualized when it is realized that, on an average day, disability keeps out of the labor force some 2 to 2.5 million persons who, but for their recent incapacity, would be working or looking for work; another 1.6 million are being kept out of the labor force by a disability that has lasted 6 months or longer. The average working man can do little to protect himself against the economic consequences of a disabling disease or injury. Aside from workmen's compensation for occupational injuries or diseases, which represent only a small fraction of all cases of total disability, there are few public provisions for compensating either temporary or prolonged disability.

Increasingly, the public is supporting proposals for disability insurance because it is obvious that in many cases the individual burden on the worker and his family is overwhelming. Disability insurance is an orderly method of sharing a widespread risk so that partial compensation for loss of wages may be provided without loss of self-respect and without undue hardship. The insurance contributions would not represent a wholly new load, moreover,

## Disability and Medical Care Insurance

The Social Security Administration recommends:

Provision for cash benefits to insured workers and their dependents during both temporary disability (less than 6 months) and extended disability (6 months and over).

Insurance against costs of medical care, including payments to physicians, dentists, nurses, hospitals, and laboratories, with provision for free choice of doctor and patient, decentralization of administration, and utilization of State administration.

## Old-Age and Survivors Insurance

The Social Security Administration recommends:

Coverage of all gainful workers, including agricultural and domestic employees, public employees and members of the armed forces, employees of nonprofit organizations, railroad employees, and self-employed persons, including farmers and small businessmen.

Changes in the average monthly wage and benefit formula to increase benefit amounts, particularly to low-paid workers.

Increase in the maximum amount of earnings taxable and counted in benefit computation, and expansion of the definition of taxable wages to include all tips, gratuities, and dismissal wages.

Increase in the amount of earnings a beneficiary may receive in covered employment without suspension of benefits.

Reduction of the qualifying age for all women beneficiaries from 65 to 60 years.

Greater uniformity in defining, for purposes of the insurance system, family relations and conditions of dependency that qualify members of an insured person's family for benefits.

Payment of a lump sum in the case of every deceased insured wage earner.

Payment of benefits during periods of extended or permanent total disability, similar to those for old-age retirement.

Provision for ensuring uniformity in coverage decisions relating to liability for contributions and eligibility for benefits, which are based on identical language in the Social Security Act and Internal Revenue Code but are made by two separate Federal agencies—the Bureau of Internal Revenue and the Social Security Administration.

Adoption of a long-range plan for financing old-age and survivors insurance which looks toward an eventual tripartite division of costs among employers, employees, and the Government.

since a substantial proportion of the continuing burden of public aid, amounting to more than a billion dollars a year, arises from the illness or prolonged disability of the breadwinner.

**Medical care insurance.**—When the family earner falls ill, not only does wage income usually stop but costs are incurred which in cases of severe and prolonged illness often wipe out all the resources of a family and force it into serious debt. When other members of the family need medical care, the family budget has to bear costs which may be small or may be overwhelming.

Two major viewpoints are represented in the present concern with the problem of meeting the costs of medical care on a prepaid basis. One, seeing medical costs as a problem for a relatively small group of the population, proposes Federal aid to the States to help them provide free or part-free medical care to needy per-

sons and persons of low income only. The other, in which the Social Security Administration concurs, believes that the problem exists for the great majority of people and cannot be solved by measures that condition eligibility for service on a means or income-test basis. It must be met by a program sufficiently broad in coverage to reach eventually all the people in need of help in meeting medical costs and provide for their participation in meeting the cost.

Such a program, made effective through health insurance, would enable families that are normally self-supporting to pay for the medical care they need through small regular contributions to a fund from which payments would be made to the hospitals, doctors, and others who furnish the services. By removing the economic barrier, it can make medical care more readily accessible when and as needed. With a comprehensive system covering all wage earners and

self-employed persons and their dependents, some 85-90 percent of the entire population could be protected. Agreements with State public assistance agencies and other groups could extend this protection to nearly all the rest of the population.

Such a program should be national in scope but highly decentralized in administration, emphasizing adaptation to local needs and conditions. Subject to national standards, administration of benefits should be decentralized through the States under arrangements worked out locally with doctors, hospitals, and others concerned. To assure maximum utilization of professional skills and experience, provision should be made for professional groups to participate in determining policies in each area of administration—national, State, and local. Patients should be free to choose their own doctor from all who elect to participate in the system and to change doctors; doctors should also be free to reject patients. In these terms, health insurance is not socialized medicine. Nor would it supplant existing group arrangements for medical care for persons who may wish to use the services they offer.

## Old-Age and Survivors Insurance

The unfavorable effects of the limited coverage of the present program are clear when it is realized that, in June 1947, more than two out of five gainfully employed persons in the country were in jobs that provided no credit toward old-age and survivors insurance. Moreover, of the workers with wage credits at the end of 1946, more than two in five had been in covered employment too short a time to be either fully or currently insured and so had no protection under the program. Another two in five were insured at that time but had not acquired permanently insured status; if they should leave covered employment, their future benefits would unavoidably be reduced and might actually be wiped out. Even the permanently insured worker would suffer a reduction in his future benefit amount if he should shift from covered to noncovered employment.

The inequities that result from this division into covered and noncovered segments would be eliminated if the



program were extended to include noncovered occupations. The experience of the past 11 years indicates that these occupations can successfully be brought into the present program.

Another important deficiency in the program arises from the generally low level of benefits, which are inadequate in terms of both percentage of wage replacement and purchasing power. The impact of the rise in living costs during the past year has affected all the social security programs but has been felt most acutely in this program, with its fixed statutory scale of benefits. That scale was set in 1939 and living costs have risen at least 60 percent since then. Other proposed modifications in the benefit and eligibility provisions represent necessary correction of anomalous or inequitable situations, not anticipated when the 1939 amendments were adopted and not corrected in the 1946 amendments.

### Unemployment Insurance

Though 1946-47 was a year of full employment, it was also a year of heavy turn-over and shifts in employment that resulted in heavy claims for unemployment insurance. The unemployment that occurred was largely concentrated among workers covered either by the Federal-State system of unemployment insurance or by the readjustment allowance program for veterans. The program was therefore an invaluable resource for millions of workers during their search for work. It demonstrated that provision for unemployment insurance did not deter individuals from taking jobs when suitable ones were available.

Much still remains to be done, however, if the program is to achieve its objectives. Too many workers are still excluded from coverage. The benefits of many workers are too low

to replace a reasonable proportion of their wage loss. Other workers whose past earnings and employment would entitle them to benefits are disqualified under harsh disqualification provisions or interpretations of State laws.

The financing of the program also needs thoroughgoing revision, in the light of 8 years of State benefit experience and the substantial reserves that have accumulated in the unemployment trust fund since 1935. The Social Security Administration believes that the Federal law should be amended to provide for a reduction in the Federal tax. It also recommends that the additional-credit provisions of the Federal law be amended so that States may reduce employer contribution rates in any way they desire; in other words, the recommendation would broaden the base on which employers can get additional credit against the Federal tax by permitting a State, if it so wishes, to tax all employers within its jurisdiction at reduced rates determined by the State to be sufficient to meet its liabilities. Failing that change, immediate action should be taken to amend the additional-credit provisions of the Federal law to make possible the granting of lower tax rates to new employers.

Enactment of these provisions would go a long way toward improving the financing of the program. Any change in financing, however, should take account of pressing needs for temporary disability insurance and the revenue requirements for such a program.

Another problem demanding serious consideration is the method of financing administrative costs of State employment security agencies to determine whether the present method should be continued or some alternative method adopted. Any changes proposed must make certain that the method will result in adequate financing in all States, promote economical and efficient administration, provide the flexibility necessary for a dynamic program, and give an incentive for maintaining an integrated and cohesive employment security system throughout the country. It is important, moreover, that such an integrated system continue to function as

### Unemployment Insurance

The Social Security Administration recommends:

Extension of the Federal Unemployment Tax Act to all employers of one or more workers in covered industries and to many excepted employments.

Provision of unemployment benefits for employees of the Federal Government.

Provision of a maximum weekly benefit amount of at least \$25 for the wage earner with dependents, in the case of workers whose past earnings entitle them to the maximum.

Provision of as much as 26 weeks' duration of benefits for all workers eligible for benefits whose unemployment extends over so long a period.

Provision that disqualifications for voluntary leaving without good cause, discharge for misconduct, or refusal of suitable work should entail only postponement of benefits for not more than 4 weeks rather than cancellation of benefit rights or reduction of benefits.

Definition of good cause for voluntary leaving or for refusing suitable work to include good personal reasons, not merely causes attributable to the job or the employer.

Reduction in the Federal tax rate: if the credit-offset feature of the present tax is retained, reduction of the tax to 2 percent; under a grant-in-aid provision, substitution of a straight Federal tax of 1 percent of covered pay rolls, from the proceeds of which Federal grants to the States would be made to share the costs of both benefits and administration.

Extending to the States the option of granting rate reductions to employers either through experience rating, State-wide reduction, or some other method.

Modification of the additional-credit provisions to reduce the contribution rate for new employers by permitting them to pay the State-wide average rate instead of 2.7 percent.

part of a comprehensive system of social security. All the social insurance programs have common concepts and administrative and financial interrelationships that require continual review, revision, and coordination in the light of changing economic and social conditions. The costs of any one program—old-age and survivors insurance, unemployment insurance, temporary or extended disability insurance—must always be considered in relation to the costs of the other programs.

### *Public Assistance*

The displacement of marginal wartime workers by returning veterans and workers with higher skills, loss of servicemen's dependents allowances, and increase in the cost of living resulted in a sharp upswing in the number of persons on the assistance rolls. The additional Federal funds made available by the 1946 amendments enabled some States to aid needy persons who otherwise would have been unable to get help because of limited State and local funds. The steady rise in case loads, on the other hand, prevented some States from using all the additional Federal funds they received to raise the payments of persons already on the rolls.

Valuable as were the 1946 amendments in making possible more nearly adequate assistance to the needy aged and blind and to dependent children, the Social Security Administration believes that those temporary provisions for determining the Federal share of assistance costs should not become permanent legislation. Instead, it advocates other changes that would enable the States to make assistance, including both money payments and medical care, available with Federal help to any needy person and that would authorize Federal participation in State expenditures for comprehensive welfare services for families, adults, and children without regard to economic status. The Social Security Administration is convinced, moreover, that the Federal contribution in States with relatively small economic resources should represent a larger share of the cost than at present, to assist these States in providing more satisfactorily for their needy persons.

## Public Assistance and Welfare Services

The Social Security Administration recommends:

Special Federal aid to low-income States for assistance, administration, and welfare services to enable States with relatively low economic resources to develop adequate public welfare programs.

As a condition of Federal aid, State apportionment of Federal and State funds among the localities in accordance with their need for funds.

Removal of the Federal maximums limiting Federal participation in individual monthly payments for aid to dependent children and removal or increase of such maximums for old-age assistance and aid to the blind.

Federal grants to States for general assistance to any needy person, as well as for the three special types of assistance.

Extension of Federal participation in aid to dependent children to include participation in assistance to a parent, relative, or other person who assumes responsibility for the parental care and support of any needy child and who maintains a family home for the child; such payments should be made without regard to the cause of the child's need.

Withholding approval of any State plan under the Social Security Act that contains a residence or citizenship requirement as a condition of eligibility for assistance.

Prohibition, as a condition of Federal grants, of State requirements for transferring title or control of property of an applicant or recipient to the State or locality. This stipulation would not preclude any agency from claiming from the estate of a deceased recipient recovery of the assistance paid.

Federal participation in the costs of medical services made available to needy persons under State public assistance programs and in assistance payments to needy sick persons who reside in public or private medical institutions other than mental hospitals and tuberculosis sanatoria.

Federal financial participation in all types of welfare services administered by the staff of the public welfare agency to help families and individuals become self-supporting, make fuller use of community resources, or solve individual problems in family or community adjustments. Such services should be available, when requested, to recipients of assistance and to others not needing or requesting financial aid.

Explicit provision in the Federal act that a State, as a condition of plan approval, be required to define the standard of living to be afforded needy persons through assistance and their own resources, if any; to develop standards that will assure equitable treatment of needy persons throughout the State; and to consider, in determining the amount of assistance, only resources actually available to the individual.

Unification of the administration of State public assistance programs at both State and local levels as a condition of Federal grants.

Extension of Federal grants-in-aid for all assistance programs to Puerto Rico and the Virgin Islands.

These recommendations include removal of or increase in the maximums on individual payments subject to Federal matching, particularly in aid to dependent children, in which the maximums are far lower than in the other two programs. Federal grants in aid for general assistance are also urgent, to enable States to care more

effectively for persons who are needy but cannot qualify for one of the three types of assistance. Federal financial participation should also be extended to the cost of medical services made available to needy persons. Such provision is especially important in view of the lack of a comprehensive program of medical care insurance for

the general population. The Federal Government should also share in the cost of all welfare services provided by the staff of a public welfare agency under a State plan.

### *Children's Bureau*

Achievements in promoting the health and welfare of children and mothers in the Nation must be measured against the size of the job to be done. Of some 3,000 counties in the United States, two out of five do not have the services of a full-time public health unit; one out of three has no public health nurse. Three out of five rural counties have no regular maternity clinics; two out of three have no well-child conferences. No community in 25 States has a child-guidance clinic. About five-sixths of all counties have no full-time child welfare worker paid from public funds, and the present workers are most unevenly divided among States and between rural and urban areas.

The great gaps now existing in the maternal and child health services will disappear only when there is full public acceptance of the responsibility for seeing that facilities are made possible for continuous study and investigation of the causes and the extent of need, and that services known to be necessary to protect and maintain the health and well-being of mothers and children are within reach of all mothers during pregnancy and of all children wherever they may be living.

In considering how programs can best be expanded, special thought needs to be given to the school-age child and to the hundreds of thousands of children of migratory workers who are now beyond the reach of practically all health, welfare, educational, and other community services. Provision must be made to safeguard the rights of parents and children to all services by requiring that State programs provide full opportunity for fair hearing whenever a claim for care or services is denied.

This progressive development of services demands their effective coordination with other public health and welfare services for the community, to avoid duplication and achieve rational and well-integrated programs of health and welfare services that will reach all people in need of them.

## Children's Services and Research in Child Life

The Social Security Administration recommends:

Legislation and appropriations providing for the progressive development of State-wide programs at a rate consistent with availability of personnel and with facilities that meet standards established under State plans, for the purpose of assuring that child health and welfare services will be available as needed for all children in all political subdivisions of each State. Provision of such services without discrimination as to race, creed, nationality, residence, citizenship, or economic status.

Development within the health and welfare programs of measures necessary to assure that children in migrant families will receive the services they need.

Priority of attention to development of programs of health, medical, and dental services for children of school age.

Safeguarding the rights of parents and children to such services by requiring that State plans provide an opportunity for fair hearing before the State agency responsible for the program whenever a claim for care or services under the plan is denied; and adequate restrictions on the use or disclosure of information concerning persons applying for or receiving such services to purposes directly connected with the administration of such services.

Special provision of financial aid in the training of professional and technical personnel needed in making child health and welfare services available throughout the country.

Effective coordination of the health and welfare services for children with other health and welfare services.

Administration of the maternal and child health and crippled children's services by the same State health agency in each State by the end of a 5-year period.

Appointment by each State agency administering maternal and child health and crippled children's services of a general advisory council providing adequate representation of the public as well as of the professions.

More adequate financial implementation of the basic act of 1912 creating the U. S. Children's Bureau, to enable that Bureau to strengthen and broaden its work as a center of information related to children; to evaluate current research in the physical, biological, and social sciences that pertains to the growth and development, the health and well-being of children and young people; to assist in financing specific research projects by competent research authorities to fill in recognized gaps in these fields of research; and to undertake research and investigations that deal with the child as a whole or with specific problems that require Nation-wide study or that have Nation-wide significance to State and community health and welfare programs for children or mothers.

Parallel to the need for expanding the services is the need for trained personnel to provide them. Adequate provision should be made to remedy this lack through training programs financed by the Federal Government and by the States receiving Federal grants for their child health and child welfare services.

Research is the cornerstone both of an efficient program of services and

of public understanding of the needs of children. Compared with the widespread research, publicly financed, in the development of plant and animal life, relatively little is done in the field of child growth and development. More adequate financial implementation of the basic act of 1912 is recommended to enable the Children's Bureau to strengthen and broaden its responsibilities under that act.

## Ways To Improve the Old-Age and Survivors Insurance Program

By A. J. Altmeyer\*

*The Advisory Council on Social Security held its first meeting in Washington on December 4-5. The Council, consisting of 17 members representing employers, employees, and the public, was created by the Senate Finance Committee to assist the Committee in a comprehensive study of the present social security system and of various proposals for its expansion. The following statement, presented to the Council by the Commissioner for Social Security, deals specifically with the Federal program of old-age and survivors insurance.*

SOCIAL SECURITY in the most inclusive sense of the term includes all the things necessary to enable the individual citizens of a country to lead a personally satisfying and socially useful life. In this large sense, social security would certainly include decent housing, education, and health, as well as the elimination of destitution.

There is considerable danger that this broad use of the term social security will destroy its usefulness as a term to describe a specific program of action. Therefore, I shall use the term in a more restricted sense as applicable to a specific program designed to eliminate want by preventing loss of income and affording protection against large and unpredictable economic hazards, such as the cost of medical care.

I should like to point out that, even though we achieve the goal of full employment and full production, it is still necessary in a system of private enterprise such as ours to have a program designed to eliminate want, because the working people of this country will still be confronted with the great economic hazards of sickness, physical disability, want, old age, and death, as well as intermittent unemployment. All these great hazards mean interruption of income to the individual family and still spell want in a land of plenty.

I mention intermittent unemployment as a continuing major cause of loss of income because, under a system of free enterprise, we must encourage invention, improvement, variety, and continual adaptation to changing ideas and circumstances.

\* Commissioner for Social Security.

This must mean that, as the processes of production and distribution change, individuals will be forced out of one employment and be obliged to seek another. This is the price, if it can be called a price, that we pay for maximum production, free enterprise, and free labor.

Of course, to the extent that we fail to achieve full employment and full production, a system of social security designed to eliminate want is all the more necessary. Nor should we overlook the fact that a system designed to eliminate want also does actually make a great contribution to the maintenance of full production and full employment by helping maintain mass purchasing power, upon which mass production must depend.

In presenting to you a specific social security program, it will not be necessary to propose strange and new methods. We have a world history and world experience upon which to base our planning and our action. Indeed we already have in our own Social Security Act the fundamental elements of a program of social security designed to eliminate want. Therefore, in my judgment it is only necessary for us to extend, expand, and improve our present Social Security Act in the light of the experience and thinking that have been developed since that act was passed in 1935.

Since the security of the large majority of people is dependent upon their earnings, the focal point of our efforts should be to provide reasonable protection against interruption of income due to sickness, accidents, old age, death, and unemployment.

In other words, we should strive to devise a system which will spread income over periods of nonearning as well as over periods of earning. This can be accomplished to a large extent by a system of social insurance under which benefits are paid to compensate for a reasonable proportion of the wage loss sustained. The cost of such benefits should be financed out of contributions made by the workers of this country and by their employers, supplemented ultimately with some contribution from the Government, representing the entire community.

### The Relationship of Social Insurance and Public Assistance

Even a comprehensive contributory social insurance system, however, cannot provide complete protection under all conceivable circumstances. Certainly an insurance system cannot insure against hazards that have occurred before the system was established. Therefore, there is also need for a basic and comprehensive system of public assistance to meet the needs of individuals and their families which cannot be met out of their own resources.

The late Oswald Stein, the world's greatest authority on social security at the time of his tragic death, best characterized the true nature of these two systems. He said, in a report of the International Labor Office: "Social assistance is a progression from poor relief in the direction of social insurance, while social insurance is a progression from private insurance in the direction of social assistance." This statement suggests that there are areas of similarity and areas of distinction in the two programs.

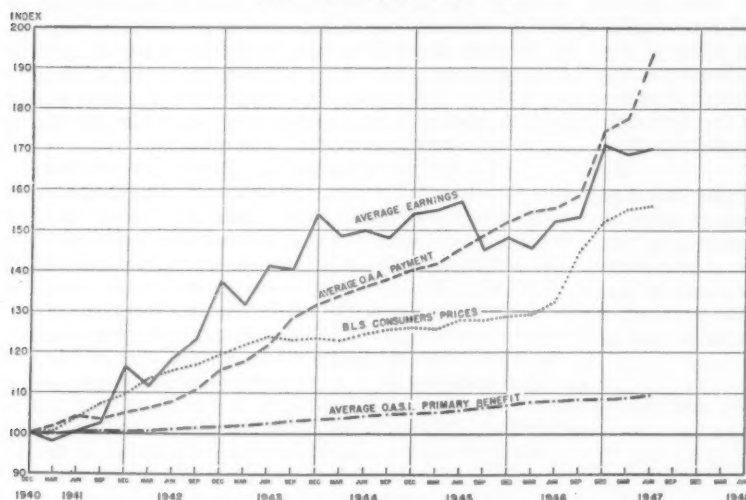
Assistance and insurance are alike in that they seek to provide a minimum degree of economic security. In so doing, both strive to remove uncertain and subjective tests of eligibility and to create certainty and objectivity. Both have endeavored to obtain improved methods of financing and thus to create confidence that benefits will be available when they are needed.

The methods that each program employs complement one another, and



Indexes of consumers' prices, average earnings in covered industry, average primary insurance benefit in current-payment status, and average old-age assistance payment, last quarter, 1940-47

[Data for fourth quarter 1940 = 100]



both programs are essential in order that protection may be well-rounded and able to meet all foreseeable contingencies that are common to mankind. In this country, public assistance is playing the dominant role at the moment since it must care for those cases in which the wage earner was old or died before our social insurance program got under way. As social insurance develops and spreads its protection more widely, it is hoped that eventually—perhaps before another generation has passed—it will become the predominant program and will take care of the bulk of the problem, providing benefits for the great mass of the population. Such a development would not mean, however, that a system of social security can ever dispense with public assistance. Assistance would always be needed as a residual program for those who are not protected by social insurance because it is not feasible to cover them or because they do not qualify for social insurance benefits. Assistance would also be required to supplement social insurance benefits when they prove inadequate to meet special needs of individuals.

The two programs, similar in purpose but differing in the provisions that enable them to meet their respective obligations, show certain rather significant contrasts as they are con-

stituted today. To illustrate, an applicant for social insurance benefits may qualify without regard to his other resources, whereas the applicant for public assistance will have his other resources taken into account. Associated with this difference is another: insurance benefits are provided on the presumption that most people, when they meet certain defined risks, will be in need of cash income, although it may happen that an individual beneficiary may not be. The applicant for public assistance, on the other hand, must show actual need if he is to qualify for a grant.

This Advisory Council will be confronted with the necessity of determining how far these twin programs have advanced us toward the goal of a minimum level of well-being for everybody. Without undertaking to prejudge your conclusions, I think you will find that we are still a considerable distance from our goal.

### Improvements in the Old-Age and Survivors Insurance System

Since I understand, however, that this Advisory Council wishes first to consider the ways and means of improving the present Federal old-age and survivors insurance system, I shall therefore concentrate on this

particular phase of social insurance, which deals with what might be called the long-term economic risks to which the workers and their families of this country are exposed, namely, death, old age, and permanent and total disability.

In considering any type of social insurance, it is necessary to keep in mind two fundamental principles. The first is that only a minimum degree of protection can be afforded; second, that this minimum degree of protection is a general minimum which does not always cover the individual needs of each worker and his family. In other words, I believe that social insurance should be looked upon as providing a minimum degree of protection on which the worker himself through his individual efforts may build more surely and effectively a higher standard of living for himself and his family. We should assume that, in a country such as this, workers by and large will have an opportunity to accumulate some savings, take out some private insurance, and own their own homes. The success of a system of social insurance should be measured by whether such a system, together with private savings, private insurance, and home ownership, enables most of the people of this country to maintain themselves in decency and comfort. This test might be called the test of social adequacy. But in addition, I believe, any social insurance program functioning within a system of free enterprise must also take into account individual equities and incentives. Therefore, while I believe that the low-wage earner and the worker who is already advanced in age should be compensated for a larger proportion of the wage loss sustained, I also believe that the benefits paid to younger wage earners receiving higher wages should take into account the length of time that they have contributed and the larger wage loss they sustain when their employment ceases.

As the Advisory Council knows, the Federal old-age and survivors insurance program is the only part of the Social Security Act that is administered wholly by the Federal Government. Employers and employees have each been making contributions of 1 percent of taxable wages since Jan-

## Improvement of Old-Age and Survivors Insurance Benefits

**More adequate benefits.**—The benefit scale established in 1939 provided a relatively small replacement of wages for most beneficiaries, even in terms of the wage and price levels of that period. Since then the benefits have become increasingly inadequate as prices have risen some 60 percent or more. The following changes in the benefit provisions are suggested to adapt the benefits to changed conditions:

(a) **Benefit formula.** The benefit formula should be revised to provide a replacement of wages, in terms of present levels, at least as large as was provided in 1939 by the present formula. One formula which would accomplish the result for most workers would be one that replaced 40 percent of the first \$100 (instead of \$50) of the average monthly wage and 10 percent of the next \$300 (instead of \$200).

### *Illustrative primary benefits under present law and proposed revision*

Average monthly wage	Present law			Proposed revision		
	Basic benefit	10 years' coverage	20 years' coverage	Basic benefit	10 years' coverage	20 years' coverage
\$50.....	\$20	\$22	\$24	\$20	\$22	\$24
100.....	25	27.50	30	40	44	48
150.....	30	33	36	45	49.50	54
200.....	35	38.50	42	50	55	60
250.....	40	44	48	55	60.50	66
300.....	40	44	48	60	66	72
400.....	40	44	48	70	77	84

(b) **Minimum benefit.** If the change suggested above is made in the benefit formula and the average monthly wage is redefined as proposed below, the amounts payable to most individuals would not be less than \$20. If the minimum primary benefit were set by law at \$20 (instead of the present \$10) this would assure a man and his wife a minimum combined benefit of \$30.

(c) **Wage base.** At present, only the first \$3,000 of wages in a year is counted for benefit purposes. If this amount were raised to \$4,800 it would permit about 96 percent of the workers now covered to have all their wages counted for benefits, as compared with the 97 percent who had all their wages counted in 1939 under the \$3,000 wage base.

(d) **Maximum benefit.** The present law limits benefits to \$85 per month, twice the primary benefit amount, or 80 percent of the average monthly wage of the employee, whichever is least. A higher maximum dollar amount, such as \$120, would reflect the increase to

\$4,800 in the maximum annual earnings credited and would recognize the desirability of providing a relatively wide range of benefits under a program of contributory insurance. Omission of the requirement that the family total must not exceed twice the primary benefit amount would provide more adequate benefits when a worker is survived by a large family.

(e) **Average monthly wage.** Under present law, benefits are based on total covered wages averaged over all months since 1936 (including months of little or even no earnings). Lack of wages in insured employment in any period reduces the average to an excessive degree when, as in the early years of the program, the period of coverage is short. To avoid this, the average wage could be determined by relating it only to periods when the worker's earnings exceeded a certain amount, that is, by excluding periods of little or no earnings. In order to afford some variation in the amount of the benefit in relation to the length of time a person made contributions, the benefits might continue to be increased by 1 percent for each year of coverage, as is now the case, and reduced by 2 percent for each year the worker was out of covered employment.

(f) **Age of eligibility.** The age for women might be reduced to 60. Since, among the aged, wives are, on the average, about 5 years younger than their husbands, this change would in most cases permit payment of supplementary benefits to the wife at the time the wage earner retires. Women wage earners and aged widows should be eligible at the same age as wives.

**Eligibility.**—To be fully insured a worker must have been paid wages of at least \$50 in (a) half the calendar quarters elapsed since 1936 or since age 21, or (b) 40 calendar quarters. This requirement would be difficult for newly covered workers to meet. Thus it would take a farmer who had never worked in insured employment previously, 10 years before he could qualify for an old-age retirement benefit. To make it easier for these workers, a person might also be deemed to be insured if he had covered wages of \$200 in at least 5 of the 10 years before retirement or death.

**Retirement test.**—Benefits under the existing law are not paid for any month in which a person earns at least \$15. In view of increased wage levels, a person aged 65–69 whose earnings did not exceed \$40 could be considered as not engaged in regular employment and therefore in need of his benefit payments. Beginning at age 70, benefits could be paid irrespective of whether the individual was employed or not.

uary 1, 1937. Under the original provisions of the Social Security Act, monthly benefits would not have been payable until January 1, 1942; the 1939 amendments, however, advanced that date to January 1, 1940. The 1939 changes also resulted in the pay-

ment of more adequate benefits during the early years of the system's operation. Above all, the amendments added both dependents' and survivors' benefits, so that now, in addition to the payment of old-age benefits to the retired worker,

monthly benefits are also payable to the aged wife and young children of a living beneficiary and to the widow, children, and, in some cases, the dependent parents of an insured worker who dies. Just as contributions are paid on the basis of wages received, so

these benefits are paid on the basis of the past wages of the insured worker and thus compensate for a portion of the wage loss caused by his retirement or death.

Federal old-age and survivors insurance constitutes the largest permanent insurance system in the world. Therefore, unprecedented problems were encountered in putting it into effect. All these administrative problems have been solved, however. The total cost of administration at the present time is less than 3 percent of the contributions collected and less than 10 percent of the benefit payments. We confidently expect that, as benefit rolls increase, the cost of administration will decline to less than 5 percent of the benefit payments.

At the present time there are 1,950,000 aged persons, widows, and orphans receiving monthly benefits. More than 89 million individual worker accounts have been established. The cost of maintaining these wage records is less than 12 cents per account per year.

There can no longer be any question as to the effectiveness and practicability of this Federal old-age and survivors insurance system. However, the years that have passed have indicated various ways and means by which it could be improved and also demonstrated that its benefits could

be extended to cover all gainfully employed persons, including the self-employed.

### Liberalization of Benefits

The level of benefits now provided was enacted in 1939. Since 1939 the cost of living has increased by at least 60 to 65 percent. Average wages of individuals credited under the insurance system have increased by 55 percent (from \$881 in 1939 to \$1,370 in 1946). Various studies have shown that the present benefits were inadequate even before these increases in cost of living and wage levels.

Among the changes which I recommend for consideration is a modification of the benefit formula so as to represent a larger proportion of the wage loss sustained by claimants, particularly those with low earnings.

I believe that the wage base for both contributions and benefit computations should be the first \$4,800 in taxable earnings in a year, rather than the first \$3,000. Such a change would recognize the general increase in wage levels and would result in benefits representing a somewhat larger proportion of the wage loss actually sustained by families in the middle and upper income brackets.

Certain items of income, such as tips and dismissal wages, that are not now considered "wages" under the definition in the act should be in-

cluded as wages, so that the base for benefits would represent the worker's actual earnings from employment.

I also believe that certain changes should be made in the provisions governing minimum and maximum benefit amounts. A reasonable standard of adequacy would seem to require a minimum benefit of \$20 for an eligible worker rather than the present \$10 a month, even though most workers would have earnings that would qualify them or their survivors for more than the minimum amount.

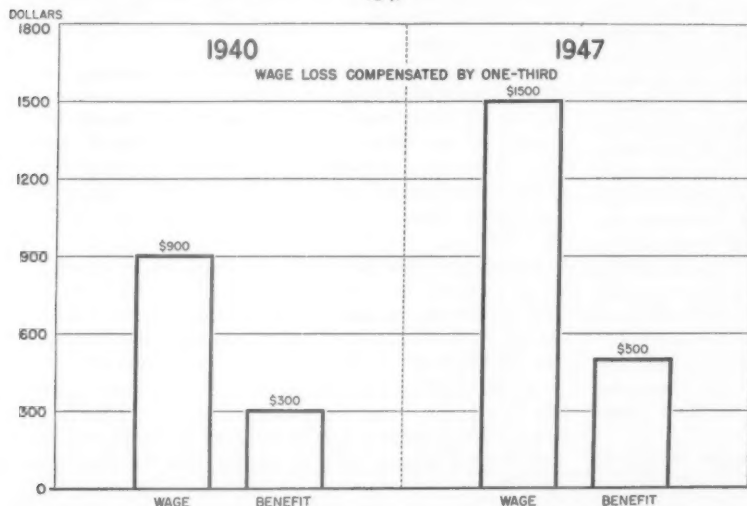
At present, the maximum total amount payable to the worker and his dependents, or to a widow and her young children, is \$85 a month, twice the primary benefit amount, or 80 percent of the average monthly wage of the insured worker, whichever is least. I believe that the \$85 maximum limit should be raised to \$120 and that the second limitation of twice the primary benefit should be removed. The chief effect of these changes would be to provide more adequate benefits in the case of a widow with several children.

It is well established that women retire from gainful employment at an earlier age than men. Also, wives are ordinarily younger than their husbands. Of the married men who reach age 65 each year, less than 20 percent have wives who also have reached age 65. The age requirement is lower for women than for men in many of the social insurance programs of foreign countries and also in many of the retirement systems established in this country by various State and local governments and private concerns. I therefore recommend that consideration be given to reducing from 65 years to 60 years the age at which women may qualify for a retirement benefit or for any other type of benefit.

The law now provides a small lump-sum payment if there are no surviving dependents entitled to monthly benefits at the time of the worker's death. I recommend that this small lump sum be paid whether or not there are surviving dependents entitled to monthly benefits, since the need for it is as great in either case.

Under the existing law, benefits are suspended for any month in which the beneficiary earns more than \$14.99

Average annual wage and proposed average annual primary insurance benefit, 1940 and 1947



in covered employment. The amount of permissible earnings could well be increased without fear that beneficiaries will encroach on the job opportunities of regular, full-time workers. I believe that earnings of \$40 a month should be permitted without suspension of benefits and that when the retired beneficiary reaches age 70,

he should receive his benefits whether or not he is employed and irrespective of his earnings.

### *Benefits for Permanent Total Disability*

Disability is among the important causes of insecurity. On an average day of the year, about 3.5 million per-

sons are suffering from disabilities which have already lasted 6 months or more. About 1.6 million of these persons are in the ages between 14 and 65 and, but for their disability, they would be engaged in productive work. Disability is one of the major causes of dependency. The extent to which dependency is due to invalidity

## Permanent Disability Benefits Under Old-Age and Survivors Insurance

*Need for disability protection.*—The loss of income suffered by a family when the breadwinner is stricken with a serious and long-lasting disability is fully as great as in cases of old age or death. Prolonged incapacity to work, whether due to accident, extended illness, or chronic disease, is a risk against which most workers and their families find it difficult to budget on an individual basis, or to secure protection through existing insurance or other benefit systems. On any one day, about 1.6 million persons are kept out of the labor force because of major disabilities that have lasted 6 months or longer.

Extended disability is a major cause of destitution because the incidence of total disability is individually unpredictable, the wage loss suffered is frequently complete, and added medical expenses may make the burden of disablement heavier upon the family than that caused by old age or death. The fact that the incidence of permanent disability is reasonably predictable in the aggregate—although not individually—makes it an insurable risk and one which, like old age and death, can be effectively met through contributory social insurance.

*Administrative feasibility.*—The administrative feasibility of providing cash insurance benefits in such cases is reflected by the disability benefit provisions incorporated in the old-age insurance system of every foreign country. In this country many retirement plans, both public and private, contain disability provisions. Furthermore, there has been extensive administrative experience in the adjudication of disability under the Federal and State workmen's compensation programs, the veterans' programs, Federal and State civil-service retirement and disability programs, and the railroad retirement program. The existing facilities of the Bureau of Old-Age and Survivors Insurance, including the wage records and the field organization, would be available for the administration of disability benefits. Administrative control of the program would be aided by the regular wage reports received from employers, if the disabled persons were still employed.

*Scope of "permanent" disability benefits.*—Monthly cash benefits would be payable to insured workers who are afflicted with serious disablements that have lasted 6 months or more.

*Concept of disability.*—Disability benefits should be payable only if there is a substantial loss of earning

capacity for work in general. They should be payable only if the worker is found incapable of earning more than a small amount at any work which he might reasonably be expected to do.

*Eligibility conditions.*—To receive benefits, a disabled worker would have to be insured. The insurance requirement should be a test of both substantial and fairly recent covered employment. As in the case of old-age benefits, disability benefits would not be paid for any month in which the beneficiary earned more than the amount permitted under the retirement test. Also, benefits would be terminated if recovery occurred.

*Extent, types, and amounts of benefits.*—More than half of the cases of protracted disability occur at ages under 55, when the worker has heavy family responsibilities and has not had an opportunity to build up adequate protection through savings or insurance. In order for a disability insurance program to meet the test of social adequacy, benefits should be paid to persons with dependents and be related to the number of dependents. The disabled worker should receive a monthly benefit computed in the same way as the benefit of an aged retired worker; the wife (if she has a child entitled to benefits in her care or if she is aged 60 or over) and children of a disabled worker should also receive benefits. Their benefits should be computed in the same way as benefits for wives and children of retired workers.

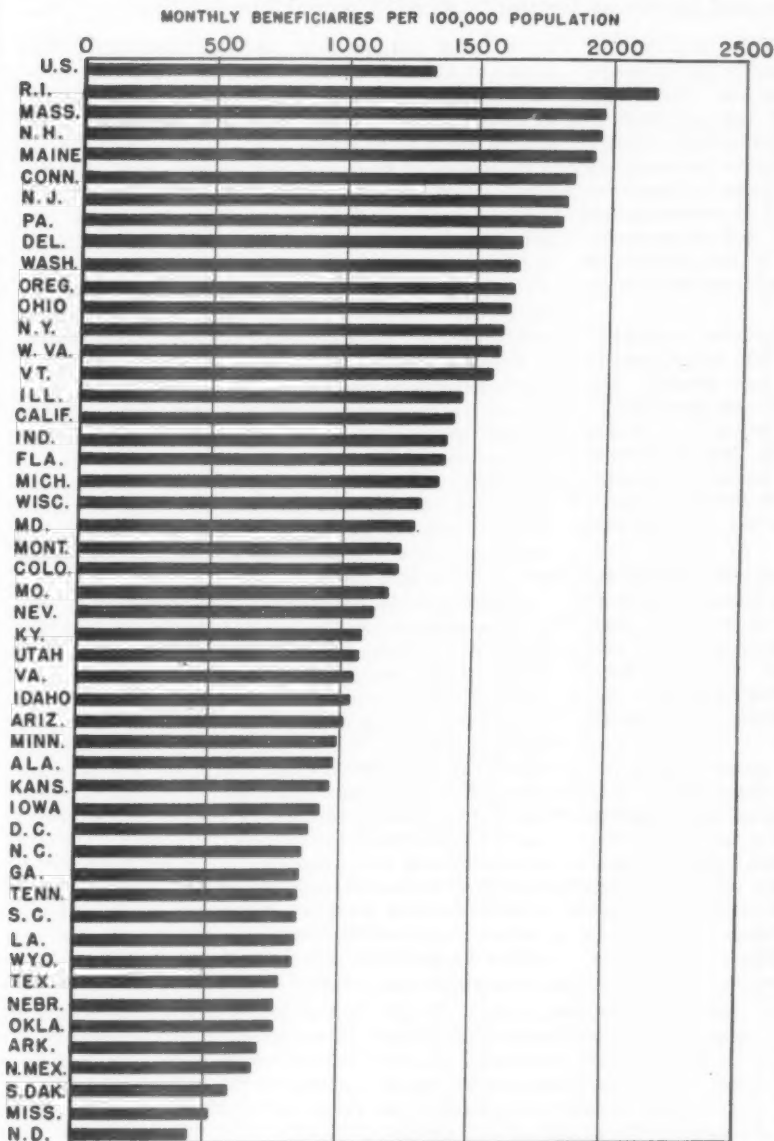
*Integration with old-age and survivors insurance.*—Under the existing program a period of nonemployment due to disability reduces the benefits for which the worker or his family may subsequently qualify, and may cause the complete loss of insurance protection. If disability benefits are added, the worker's insurance protection would be maintained during a period of disability.

*Vocational rehabilitation.*—Expenditures for rehabilitation should be authorized from the trust fund to rehabilitate the disabled workers vocationally if there is a promise of success. If the rehabilitation is successful, the payment of benefits can be discontinued.

*Adjustment of duplicating benefits.*—Because benefits should not be in excess of the individual's previous wages, consideration should be given to provisions for adjusting duplicate benefits among different disability systems.



Number of persons receiving monthly benefits under old-age and survivors insurance, June 30, 1947, per 100,000 population in each State <sup>1</sup>



<sup>1</sup> Total civilian population as of July 1, 1947, from the U. S. Bureau of the Census.

is evidenced also by State reports to the Social Security Administration, which show that one-fourth of the children granted aid under the assistance program are the children of disabled fathers. Various State and local studies have found that even larger proportions of recipients were receiving general relief primarily because of

dependency resulting from the disability of the breadwinner. The cost of dependency falls largely on the public purse.

These and other studies leave no doubt that a comprehensive program of social security must protect families and individuals against loss of earning capacity by reason of disability. It is

significant that every other country in the world which has an old-age retirement program provides for retirement necessitated by chronic or permanent disability.

On the basis of extended study and of the actual experience in the payment of monthly benefits since January 1, 1940, I strongly recommend the inclusion of permanent total disability insurance in the Federal system.

#### Extension of Coverage

If the old-age and survivors insurance system is improved in accordance with the foregoing suggestions, it becomes increasingly desirable and necessary that the coverage of the system be extended as widely as possible, since the whole population of this country is subject to the common hazards in varying degrees.

The present program covers, with certain important exceptions, employers of one or more employees. Despite these exceptions, social security account cards have already been issued under this program to more than 89 million persons, of whom 82 million already have had some wage credits posted to their accounts because of work in insured employment. It is apparent from these figures that a large proportion of the gainfully occupied population already has some measure of protection against old age and death. However, it is also apparent that many persons pass back and forth between insured employment and uninsured employment. In 1946, while only 33 million individuals were engaged in insured employment at any one time, more than 49.5 million individuals worked in insured employment during the course of the year.

Since the amount of the benefit depends to a considerable extent on the length of time an individual actually worked in insured employment and the amount of his earnings in such employment, persons who pass in and out of insured employment get lower benefits than they would have, on the basis of the same amount of total earnings, if all their work had been in insured employment. Some of them may never acquire insured status or may lose it before benefits become payable, and so may receive no returns at all on their contributions. Persons who always work in uninsured em-

## Extension of Old-Age and Survivors Insurance to All Gainful Employment

**Destrability.**—Many wage earners not now covered under old-age and survivors insurance do not have any protection against the risks of old age, death, and disability. Many of those who shift between employment covered by the program and noncovered employment do not acquire insured status under the insurance program, and derive no protection from the contributions they have made. An extension of coverage to all gainful employment (including self-employment) would assure the basic protection of the program to all members of the labor force, regardless of type of work or changes in jobs.

**Agricultural and domestic employees.**—Workable solutions have been developed for the administrative problems of covering agricultural and domestic employees. Reporting of wages and the payment of contributions could be accomplished either by a stamp method or through employer reports. The problem of evaluating noncash wages, such as meals and lodging, could largely be met by use of a schedule of presumed values. It would be advisable to exclude exchange labor and unpaid family labor.

**Employees of nonprofit institutions.**—No administrative problems would be involved in covering nonprofit employees. If religious organizations desired, clergymen and members of religious orders might continue to be excluded from coverage. The legislation might also declare that coverage of nonprofit employment is not intended to violate the traditional tax-exempt status of nonprofit organizations.

**Federal civilian employees.**—An extension of coverage to civilian employees of the Federal Government, coupled with appropriate adjustment in the civil-service retirement system, would be of substantial value to most workers. Workers who shift between Federal employment and employment covered under old-age and survivors insurance would have continuity of coverage, while career employees of the Federal Government would gain the valuable survivorship protection pro-

vided under old-age and survivors insurance. The rights of annuitants and employees under the civil-service retirement system would, of course, be preserved, and the separate administration and financing of that system would be retained.

**Employees of State and local governments.**—Constitutional difficulties in the levy of a tax against State governments could be avoided by authorizing the Federal Security Administrator to enter into voluntary agreements with States for the coverage of their employees. Local governmental units could participate in the State agreements. Compulsory coverage might be provided for some groups of proprietary employees.

**Railroad workers.**—While the survivor benefits of the railroad retirement program are coordinated with those of old-age and survivors insurance, the retirement benefits of the two programs are separate. If old-age and survivors insurance were extended to railroad employment, workers who shift between employment covered by old-age and survivors insurance and railroad employment would have continuity of retirement coverage. As in the case of governmental employees, no loss of present rights need be involved.

**Members of the armed forces.**—An extension of coverage to future service in the armed forces would assure continuity of coverage for individuals who spend only part of their working lifetime in military service. The survivorship protection provided career servicemen would be especially valuable to them after they leave military service. The special survivorship protection under old-age and survivors insurance now provided World War II veterans would seem adequate if coverage were generally extended in the fairly near future and if the provisions for the average monthly wage and insured status were modified to remove handicaps because of prior periods of noncoverage.

**Self-employed persons.**—A separate statement describes a method for providing old-age and survivors insurance protection for the self-employed.

ployment are unable, of course, to develop any benefit rights whatsoever under the system.

The main groups now excluded from old-age and survivors insurance and unemployment insurance are agricultural workers, domestic employees, employees of nonprofit organizations, railroad employees, government employees (Federal, State, and local), and self-employed persons, including small businessmen and farmers.

### **Agricultural Labor and Domestic Workers**

About 3.5 million agricultural workers and more than 2.5 million domestic

workers are excluded from old-age and survivors insurance during the course of a year. These two are the largest and most necessitous groups of workers now unprotected. A principal reason for their exclusion was the administrative difficulty involved, because of the large number of small employers concerned and the fact that most of these employers do not keep books and would find it difficult to make reports. On the basis of studies made during the past 10 years, I believe that it is administratively feasible to extend coverage to these groups through the use of a stamp-book sys-

tem. Under such a system each employee would receive a stamp book in which stamps would be placed by his employer to evidence contributions made by the employer and the worker. In rural areas the employer could purchase these stamps from the mail carrier, and in urban areas they could be purchased at post offices. A stamp plan could be used also by smaller industrial and commercial establishments that found it more convenient.

### **Employment by Nonprofit Organizations**

I also recommend the inclusion of services performed for religious, edu-

cational, charitable, and similar non-profit organizations. No administrative difficulties would be involved in extending coverage to these groups.

### Public Employment

I believe that it would be highly desirable to extend the basic protection

### Coverage of the Self-Employed Under Old-Age, Survivors, and Permanent Disability Insurance

**Present status.**—The majority of self-employed persons are just as much in need of old-age and survivors insurance protection as are wage earners. A number of social insurance programs in foreign countries now cover the self-employed. Under our present program, many self-employed persons now pay contributions on behalf of their employees who are covered and so are very conscious of their own exclusion. The owner of a business large enough to be incorporated acquires protection as an officer of the corporation, but the owner of a small unincorporated concern has no similar advantage. Moreover, many self-employed persons work at times as wage earners but fail to build up and maintain an insured status because their income from self-employment is not credited toward such status. Experience gained in the administration of the present law and in the income-tax law has made it possible to develop adequate methods of meeting the problems involved in coverage of the self-employed.

**Reporting.**—Contributions and benefits would be based on income from self-employed activity. For both the self-employed person and the Government, the simplest way of reporting such income is as part of the income-tax return. The integrated returns would be for a calendar year and would be due on March 15 of the following year, as at present. Social security reporting would be required only from persons with annual gross income of \$500 or more (exclusive of income in kind for home use), and contributions would be required only from those whose "net income from self-employment," as defined below, is \$200 or more. Consistent with the provisions for employees, the maximum annual net income from self-employment on which contributions would be payable would be \$4,800, less the amount of any wages received during that year from other covered employment.

**Contribution rate.**—To avoid undue burdens on those with low incomes, the contribution rate on income from self-employment should be only the employee rate on the first \$500 of annual net income from self-employment and the combined employer-employee rate on all such income in excess of \$500 up to the maximum.

**Definition of net income from self-employment.**—Net income from self-employment could be determined on the basis of two figures already included in the income-tax return, namely, income from business or profession (schedule C), and income from partnerships (schedule E).

**Retirement test.**—It would be presumed that, if the individual is between the ages of 65 and 70 and his annual income from self-employment is less than \$480, the individual is retired. If his income exceeds this amount, his benefits would be withheld only if there has been substantial activity directed toward the production of such income. In such case, 1 month's benefit would be withheld for each \$40 of income in excess of \$480, with a maximum of 12 months' benefits withheld on the basis of any 1 year's income from self-employment. If the individual's income is not the result of substantial activity on his part, he would continue to receive his benefits without regard to the amount of his income from self-employment. Beginning at age 70, irrespective of whether the individual was employed or the amount of his income or earnings, benefits could be paid.

of the social insurance system to all public employees—Federal, State, and local.

Special retirement systems now cover approximately three-fifths of all public employees. It would be possible to revise these special retirement systems so that their benefits would be superimposed on those payable under the basic social insurance system. Such a revision would of course have to be made in such a way as to increase, not reduce, the total protection afforded government employees. In the case of Federal employees, if agreement cannot be reached as to the necessary adjustments in the existing Federal retirement systems, I recommend that at least the Federal employees who are not protected by an existing retirement system be covered under the basic old-age insurance system.

In the case of State and local employees, I see no major administrative difficulties in permitting the governmental units to be covered voluntarily, provided there are proper safeguards to protect the social insurance system against adverse selection.

### Railroad Employment

At present, employment within the railroad industry and that outside the industry are covered by two different social insurance systems. These are coordinated on only a limited basis. Under the 1946 amendments to the Railroad Retirement Act, eligibility for and the amount of the benefits payable to survivors are based on combined earnings under both systems. No coordination is provided for retirement benefits, however. As a result, workers who move between railroad employment and employment covered by old-age and survivors insurance may lose all retirement protection under old-age and survivors insurance and, because of the time spent in employments covered by the latter program, may also suffer a reduction in the benefits payable under the railroad system. On the other hand, depending on when the shift in employment took place, dual benefits may be paid upon retirement. The only completely adequate remedy is the extension of old-age and survivors insurance to railroad employment. As

in the case of the coordination of old-age and survivors insurance and systems covering government workers, those covered by the railroad act need not suffer any loss or diminution of benefit rights under such coordination.

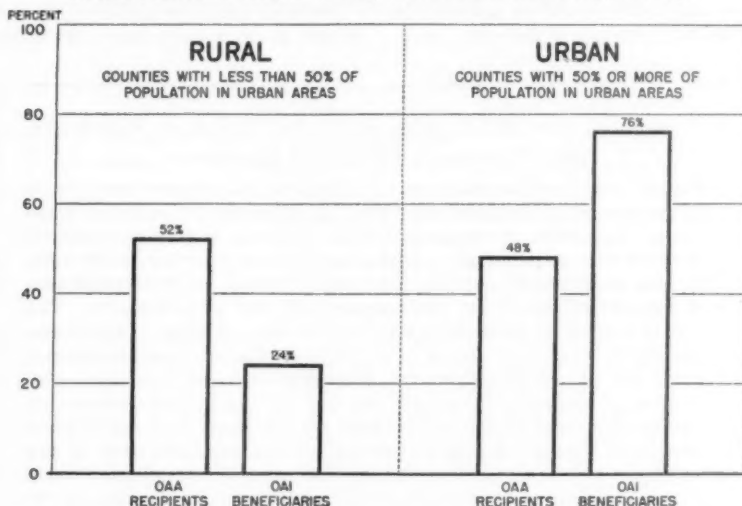
### *The Self-Employed*

I recommend that the protection of the system be extended to self-employed persons, such as small businessmen and farm operators, whose need for such protection is as great as that of persons in the employ of others. The self-employed could report their earnings from self-employment as a part of their income-tax return. There is, of course, the special problem of determining how much income is due to self-employment as distinguished from return on investment. Since, however, a reasonable approximation of this can be derived from items already in the income-tax return, there are no insuperable administrative problems to prevent extension of coverage to the self-employed.

### *Disadvantages Suffered by Newly Insured Groups*

If these recommendations relating to broad extension of coverage of old-age and survivors insurance are enacted into law, it will be necessary to adjust the eligibility requirements and the method for determining the average monthly wage upon which benefits are based so that the newly insured groups will not be unduly disadvantaged because of their late entrance into the system. As the law now stands, a person who has not been working in insured employment for roughly one-half the time since the law went into effect on January 1, 1937 (or one-half the time since the date he became 21 years of age, if that date is later), is not fully insured and, therefore, not entitled to retirement benefit. It would, therefore, take a farmer who had never worked in insured employment previously, 10 years before he could qualify for an old-age benefit. Even at the end of 10 years, the average monthly wage would be one-half of the average wage he had earned during that time because his wages, for benefit computation, would have to be averaged over the whole

*Distribution of old-age assistance recipients and aged beneficiaries receiving old-age and survivors insurance benefits<sup>1</sup> among rural and urban counties, June 1946*



<sup>1</sup> Primary, wife's, widow's, and parent's benefits.

period since January 1, 1937, namely, 20 years. I am prepared to submit various alternative proposals which would help correct both these types of inequities.

### *Protection of Veterans*

If old-age and survivors insurance were extended to include all Federal employment, both civilian and that in military establishments, soldiers and civilian employees would have the basic protection of this system at all times. It would also be possible to provide additional special protection on a consistent and certain basis. Any other approach to the problem of providing protection to soldiers and civilian employees of the Federal Government inevitably results in some gaps, overlaps, anomalies, and administrative difficulties.

With respect to veterans of World War II, the lapse of time since they entered military service and the fact that many millions have already left military service create problems which make it impossible to arrive at an ideal solution.

In 1946, Congress provided what was in effect free term-insurance protection to veterans who die during the 3 years immediately following their separation from active military or naval service. This period of time enables veterans to acquire at least

currently insured status if they work in insured employment for as much as one-half of that period. For those veterans who do not have insured employment, however, this insurance protection ceases upon the expiration of the 3-year period. Even veterans who do have insured employment suffer some reduction in their benefits because military or naval service is not insured employment. Thus their average wage, on which benefits are based, is less, and they do not receive the 1-percent increment in the benefit amount that is provided for each year a person earns \$200 or more in covered employment.

### *Costs*

It was estimated in 1939, when the law was amended, that the most probable range in the average long-run cost of the benefits to be provided would be 4 to 7 percent of covered pay rolls. Of course, actuarial estimates must be presented within a wide range, since nobody can predict accurately future economic conditions, mortality rates, population growth, retirement rates, and many other such factors on which actuarial estimates must be based.

One fact is clear, however. The present old-age and survivors insurance system provides for a basic primary benefit of 40 percent of the first \$50



in average monthly wages and 10 percent of the next \$200. As an individual's wages increase, he always receives a larger benefit, but this benefit also represents a smaller proportion of his wages. For instance, the

### Financing Old-Age, Survivors, and Permanent Disability Insurance

**Strengthening the actuarial basis of the program.**—The recommendations for changes in coverage should strengthen the actuarial basis of the program, both in the immediate future and in the long run. Income from contributions would be increased while at the same time the relative cost of insurance benefits paid to the group of individuals who move between uninsured and insured employments would be reduced. Benefit disbursements would be greater, particularly in the early years, so that the relative cost of all benefits in the early years would represent a higher proportion of ultimate disbursements under the expanded plan than at present. Consequently, since the slope of the benefit curve would be less steep, the expanded program would be a safer and sounder plan actuarially and financially and would also substantially increase social insurance protection.

**Long-run financial plans essential.**—A long-range plan should be developed to assure ample funds to finance benefit disbursements not only in the years just ahead but in the more distant future, without necessitating abrupt changes in premium rates. The contribution rates in the present law are as follows: 1 percent each for employers and employees during 1947, 1948, and 1949; 1½ percent in 1950 and 1951; and 2 percent each for 1952 and thereafter. These contribution rates will probably provide enough revenue to cover disbursements under the expanded program for 10 years or more.

**Division of costs.**—With practically complete coverage of the gainfully employed and their dependents, a Government contribution toward financing the program becomes equitable and appropriate. Such a contribution would be offset by the reduced public costs for public aid if coverage is extended and permanent disability benefits are included. Distribution of the ultimate cost of these benefits among employers, employees, and the Government should be governed by the degree to which coverage is extended and the method of financing other insurance benefits.

**Cost of the present program.**—The actuarial estimate of the original 1935 law indicated that the "level premium cost" of the benefits (the average contribution rate required to finance the system into perpetuity discounted at interest) would be slightly in excess of 5 percent of pay roll. Subsequent studies based on "probable maximum cost" assumptions showed a level premium cost of 7 percent of pay roll.

When the program was revised in 1939, bringing in survivors insurance and providing higher benefit payments in the early years, increased costs were counterbalanced by a reduction in average benefit payments in later years and a reduction in lump-sum death payments. The level premium cost of the 1939 law, therefore, was about the same as for the 1935 law. Actuarial estimates made at the time of the 1939 law indicated

that the level premium cost of the plan varied from 4 to 7 percent of pay roll.

The level premium cost of the present law, based on actuarial estimates published in 1947, is estimated to range between 3 and 7 percent of pay roll, or lower than previous estimates. The war and its aftermath, as well as the recovery from the depression of the early thirties, have been accompanied by important changes in many of the factors which determine the relationship between benefits and contributions. Among the more important factors leading to reduction in costs, measured as a percent of pay roll, are the increase in level of earnings and expanded employment in covered occupations.

These revised figures are predicated on the maintenance of existing wage levels over the next 40 or 50 years. However, our history indicates that the level of income and earnings in the future is likely to be above that now prevailing. Increases in the past have been uneven but on the whole persistent over the decades. If the cost estimates of the present benefit provisions were amended to take account of a long-term tendency for wages to increase, the range of the level premium cost might be lowered from 3-7 percent to 2½-6 percent.

**Cost of an expanded program.**—Using as illustration the 1947 actuarial estimates based on present employment and wage levels, the level premium cost of a revised and expanded program would total 5½ to 8½ percent of pay roll, or not much more than the present system was estimated to cost in 1939. The ultimate annual cost of the expanded program based upon the above assumptions is estimated to range from 7 percent of pay roll to 12 percent. This is lower than the range for the 1935 law (9.4-13.4 percent) and not much different from the range for the existing law as estimated in 1939 (7-10½ percent). However, it is of course higher than the estimates of the cost of the 1939 benefits measured as a percentage of present-day pay rolls (4-8 percent). The explanation of the paradox of being able to grant more liberal benefits, both as to amount and type, at apparently the same cost in terms of pay roll is as follows. First, the change in the benefit formula, in general, parallels the changes in wages over the past 8 years, so that benefits under the new formula, on the average, will bear the same relation to wages as benefits under the present formula bore to the lower average wages prevailing before the war; thus, the change in the benefit formula can be said to be not a real liberalization but only a maintenance of the same level of relative adequacy as when the program was enacted. Second, the cost of the additional types of benefits and benefit liberalizations will be borne largely by the savings due to extending coverage.

worker who has average wages of \$100 a month receives a basic benefit of \$25 a month or 25 percent of his average wages; the \$250-a-month individual receives \$40 a month, which represents 16 percent. Thus, as the average wage of insured persons increases, the relative costs of the present benefits measured as a percentage of pay roll will decrease. At the present time the average wage of persons contributing to the insurance system is substantially higher than the average wages assumed in making the

actuarial cost estimates in 1939. This single factor has resulted in a great reduction in the relative costs of the insurance plan. In calculating the costs of the proposals I have presented, it must be borne in mind that extension of coverage would result in including all the wages of many individuals who are already under the insurance system part of the time. This would increase their taxable wages and reduce the relative cost of the insurance plan, as already explained.

Therefore, while it might be necessary eventually to increase somewhat the income of the system to meet the cost of the various additional benefits recommended, the schedule of rates payable by employers and employees, as reduced by Congress this year, would be sufficient to cover current costs of an expanded program for the next 10 years or more. I believe that, when the present schedule of rates fails to cover current disbursements, the Government should begin to contribute.

(Continued from page 1)

This rise has been carried over into the weekly volume of waiting-period claims, which increased during the last 2 weeks of November. It is likely, therefore, that the number of compensable claims will increase during succeeding weeks. In fact, seasonal increases in compensable claims have already taken place in some of the leading industrial States.

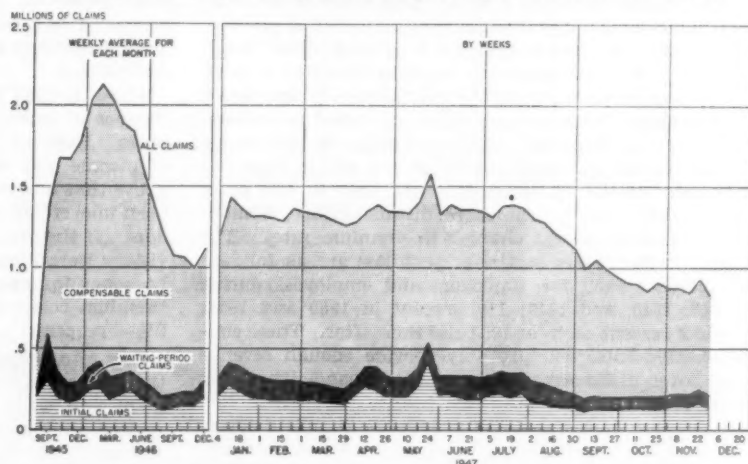
Number of claims for unemployment insurance benefits in the weeks ended October 25 and November 22, 1947, in selected States

State	Initial claims		Waiting-period claims		Compensable claims	
	Oct. 25	Nov. 22	Oct. 25	Nov. 22	Oct. 25	Nov. 22
N. Y.	36,185	45,005	25,428	28,776	156,523	164,428
Calif.	20,372	28,057	7,058	9,530	98,987	98,880
Pa.	7,761	10,111	3,807	3,994	80,165	44,229
Mass.	6,073	7,773	2,755	2,920	36,573	34,213
Ill.	6,174	7,378	2,408	3,086	41,210	39,375
Mich.	7,497	8,417	7,000	3,000	48,023	27,941
N. J.	7,793	7,449	4,214	3,956	41,299	41,300
Ohio	3,423	3,820	4,488	4,747	17,630	18,454
Mo.	2,352	3,552	1,764	2,142	15,612	14,763
Tenn.	1,563	1,805	1,558	1,380	16,017	16,432

### October in Review

Claims filed for unemployment insurance under the State systems in October reflected the general expansion of industrial production and employment, as well as unemployment in scattered industries. There was a sharp decline for the month in continued claims, which reached a new postwar low, while initial claims, mirroring new unemployment, increased slightly as certain types of seasonal employment passed their peak. Unemployment resulting from a halt in construction work because of bad

Number of claimants for unemployment benefits, August 1945–November 29, 1947



weather and from shortages of essential materials also contributed to the rise in initial claims. For the fourth successive month the average weekly number of beneficiaries went down. Benefit expenditures also dropped. The amount expended in the 10 months ended October 31 was almost a third less than payments in the same 10 months of 1946.

THE TOTAL NUMBER of monthly benefits awarded for old-age and survivors insurance reached an all-time high in October. New records were established for primary and wife's benefits, while more child's and widow's current benefits were awarded than in any other month since May, and more widow's benefits than in any month since April. At the end of October, retired workers and their families, numbering some 1.1 million persons, were receiving benefits at a monthly rate of \$24.8 million; another 800,000 survi-

vors of deceased workers were receiving \$12.4 million. These figures represent an increase over those for the preceding month for all beneficiary groups except widows with young children. Each year, from October to December, as Christmas jobs open up, many of these younger widows take temporary work.

TOTAL PUBLIC ASSISTANCE expenditures rose more sharply in October than in any other month since March, as need increased with the coming of cold weather and prices continued to advance. The largest percentage increase was in general assistance and reflected moderate increases in average payments in most States. In aid to the blind, on the other hand, a rise of \$9.63 in the average payment in California, which had raised its maximum payment, accounted for more than 70 percent of the national increase in that program.

## Employment Security

### Unemployment Claims and Benefits

#### State Programs

Claims for unemployment insurance benefits in October reflected both sporadic unemployment in some industries and mounting levels of production and employment in the country as a whole. Initial claims, representing new unemployment, increased during the month, while continued claims went down, for the third successive month. Though 38 States reported increases in initial claims, 2 States—California and New York—together accounted for about two-thirds of the total increase of 52,000. Continued claims reached a new postwar low of 3,359,000—about 130,000 less than the previous low in November 1946 and 1,859,000 below the 1947 peak reached in July. All but 10 States reported fewer continued claims than in September. Michigan was the only State to report a significant increase.

The rise in initial claims during the month was reflected in the continued claims load of only 10 of the 38 States in which initial claims went up, and in 3 of the 10 the increases amounted to less than 50. These figures would indicate that, aside from the persons who did not lose their jobs until the end of the month, most of those who were laid off during the month were reemployed almost immediately.

The passing of the peak of certain types of seasonal employment, particularly in food processing and agricultural activities in some sections of the country, accounted for some of the increases in initial claims. A shortage of steel was again a factor in other areas, particularly in Indiana and Michigan, the center of the automobile industry. The coming of cold, wet weather hampered construction activities in some sections, though the value of construction "put in place" equaled the September postwar high, according to preliminary estimates by the Bureau of Labor Statistics. Logging and lumbering activities in the West were also hampered by the weather. The seasonal lay-off in the

New York needle trades, chiefly in New York City, accounted for nearly half the national increase in initial claims. California reported the second largest increase (9,300); part of this rise was probably the result of seasonal closing of food canneries. Scattered temporary lay-offs were also reported in the textile and garment industries, but relatively few workers were affected. Offsetting these factors were the seasonal pick-up in retail trade and the withdrawal of students from the labor market to return to school. In the latter instance, the students became ineligible to file claims for benefits, and the unemployed workers who took their jobs were removed from the claimant group.

The drop of 383,000 in continued claims represented a decrease of 10 percent, as against 18 percent in August and 13 percent in September. The decline was significant, since these claims had risen during the past two Octobers. California, Missouri, New Jersey, New York, and Pennsylvania, which reported substantial declines this October, had had large increases a year earlier.

The average weekly number of beneficiaries dropped for the fourth successive month. The drop, from 778,800 to 655,900, brought the weekly number to the lowest point since September 1945. All States but Alaska, Hawaii, Michigan, Montana, Oregon, South Dakota, and Washington re-

ported declines in benefit payments in October. For the 10 months through October, benefit expenditures totaled \$685.0 million as compared with \$932.6 million for the same period in 1946.

**Region I.**—For the region as a whole, continued claims were 26 percent below the September number, and initial claims were 7 percent less. Though the unemployment ratio declined appreciably in every State, Rhode Island's 4.6 percent was the highest in the Nation.

The drop in the claims load in Connecticut was attributed to a continued demand for industrial workers and the seasonal upswing in trade. The initial claims resulted mainly from small lay-offs in industries manufacturing electrical appliances, machine tools, tires, and the like. In Maine the increase in initial claims was due primarily to seasonal factors.

The decline in continued claims in Massachusetts was due chiefly to increased industrial activity, which resulted in the reemployment of many former claimants, and—to a lesser extent—to the substantial number of claimants who exhausted their wage credits during September and October. Although both initial and continued claims declined in New Hampshire, a change in style of shoes and the curtailment of lumbering during the ban on forest activities after the recent forest fires kept initial claims at a higher level than would otherwise have prevailed.

Increased employment at the approach of the Christmas season was a factor in the decrease in claims in

Table 1.—Summary of unemployment insurance operations, October 1947

Item	Number or amount	Amount of change from—	
		September 1947	October 1946
Initial claims.....	1 618, 000	+52, 000	-63, 000
New.....	1 321, 000	+18, 000	-113, 000
Additional.....	1 296, 000	+33, 000	+49, 000
Continued claims.....	1 3, 359, 000	-383, 000	-782, 000
Waiting-period <sup>1</sup> .....	1 328, 000	( <sup>2</sup> )	-59, 000
Compensable.....	2 982, 473	-394, 995	-723, 000
Weeks compensated.....	2 815, 167	-379, 613	-501, 477
Total unemployment.....	167, 306	-15, 382	+37, 171
Other than total unemployment <sup>3</sup> .....	204, 129	-21, 955	-68, 422
First payments.....	88, 115	-10, 037	-35, 244
Exhaustions.....	655, 922	-122, 907	-109, 415
Weekly average beneficiaries.....	\$52, 773, 923	-\$6, 483, 460	-\$11, 659, 445
Benefits paid <sup>4</sup> .....	\$4, 398, 186, 533		
Benefits paid since first payable <sup>5</sup> .....	\$7, 199, 174, 028	+\$55, 739, 530	+\$379, 691, 170
Funds available as of Oct. 31.....			

<sup>1</sup> Includes estimate for Ohio.

<sup>2</sup> Excludes Maryland, which has no provision for filing waiting-period claims.

<sup>3</sup> Increase of less than 500.

<sup>4</sup> Excludes Montana, which has no provision for payment of other than total unemployment.

<sup>5</sup> Gross: not adjusted for voided benefit checks.

<sup>6</sup> Net: adjusted for voided benefit checks.

Rhode Island. The increase in Vermont's initial claims was caused by lay-offs in a woolen mill in Burlington as well as temporary lay-offs in Newport and St. Albans occasioned by a shortage in hydroelectric power

after the recent drought. Continued claims declined, however, as students returned to school from jobs that were filled by former claimants. Increased business activity, as manufacturers and merchants prepared for the

Christmas trade, was also a factor in the decline.

Region II-III.—Every State but Pennsylvania reported an increase in initial claims, while all but Delaware showed declines in continued claims.

Table 2.—Initial claims received in local offices, by State, October 1947

[Data reported by State agencies; corrected to Nov. 17, 1947]

Region and State	Total			New		
	All claimants	Amount of change from—		Women claimants	All claimants	Women claimants
		September 1947	October 1946			
Total <sup>1</sup>	618,000	+52,000	-63,000	268,000	321,000	137,000
Region I:						
Conn.	5,718	-1,743	-693	2,878	3,867	1,843
Maine	2,936	+548	+789	1,482	1,235	555
Mass.	25,575	-1,606	+776	11,951	14,086	6,067
N. H.	2,012	-72	+651	1,063	1,056	541
R. I.	5,432	-828	+1,333	2,381	3,472	1,494
Vt.	1,195	+564	+730	404	775	298
Region II-III:						
Del.	1,093	+319	-619	586	799	468
N. J.	33,592	+3,784	-2,487	16,248	19,379	9,101
N. Y.	161,373	+25,178	+439	79,425	51,448	23,312
Pa.	36,694	-7,524	-59,096	14,746	22,743	9,121
Region IV:						
D. C.	1,344	+284	+118	766	1,280	725
Md.	7,195	+1,148	+618	2,346	4,422	1,432
N. C.	2,940	+24	+448	2,868	3,181	1,802
Va.	2,655	+11	-991	1,347	2,063	1,005
W. Va.	4,869	+433	-1,755	1,232	3,451	969
Region V:						
Ky.	4,601	+792	-1,591	1,757	3,540	1,380
Mich.	60,325	+4,725	+24,318	19,502	24,050	7,865
Ohio <sup>1</sup>						
Region VI:						
Ill.	26,901	-613	-8,362	12,708	15,669	7,524
Ind.	14,710	+5,346	+653	5,393	7,262	2,720
Wis.	3,453	-641	-88	1,713	2,334	1,116
Region VII:						
Ala.	5,534	-32	-758	1,952	4,288	1,581
Fla.	7,787	+371	+616	3,837	6,126	3,099
Ga.	5,768	+64	+505	3,006	3,517	1,808
Miss.	2,346	+133	+138	812	1,828	632
S. C.	3,401	+93	+139	1,322	2,495	997
Tenn.	7,706	+803	-1,514	3,771	5,739	2,624
Region VIII:						
Iowa.	1,827	+272	-1,191	1,092	1,343	832
Minn.	2,118	+343	-893	875	1,507	656
Nebr.	779	+31	-550	429	538	294
N. Dak.	65	0	-139	39	41	23
S. Dak.	142	+58	-110	89	106	63
Region IX:						
Ark.	3,073	+5	-1,081	989	2,497	853
Kans.	2,501	+340	-1,959	1,191	1,868	977
Mo.	10,982	-4,633	-11,924	4,630	7,090	3,176
Okla.	3,907	+400	-2,572	1,494	2,771	1,156
Region X:						
La.	6,077	+905	-3,703	1,774	4,762	1,463
N. Mex.	507	+96	-140	187	395	159
Tex.	7,016	-457	-3,449	2,792	5,060	2,374
Region XI:						
Colo.	1,122	+77	-36	561	864	439
Idaho	644	+301	+202	294	526	218
Mont.	704	+227	-237	319	527	262
Utah	3,420	+2,121	+2,135	652	2,987	455
Wyo.	145	-10	-45	75	113	62
Region XII:						
Ariz.	2,125	+103	+248	904	1,764	781
Calif.	88,470	+9,291	+3,679	37,036	44,645	19,989
Nev.	953	+229	+257	389	716	327
Oreg.	9,538	+4,423	+3,722	3,776	6,153	2,294
Wash.	10,210	+6,143	-1,770	5,573	11,099	3,705
Regions XIII and XIV:						
Alaska	270	+145	+42	63	185	42
Hawaii	785	+152	+108	366	645	294

<sup>1</sup> Includes estimate for Ohio.

<sup>2</sup> Data not received.

<sup>3</sup> Since Wisconsin has no provision for a benefit year, a new claim is a claim requiring a determination of benefit amount and duration, as well as eligibility for benefits, on a per employer basis.

<sup>4</sup> Data estimated by State agency.

Table 3.—Continued claims<sup>1</sup> received in local offices, by State, October 1947

[Data reported by State agencies; corrected to Nov. 17, 1947]

Region and State	Total <sup>2</sup>			Compensable		
	All claimants	Amount of change from—		Women claimants	All claimants	Women claimants
		September 1947	October 1946			
Total <sup>2</sup>	3,359,000	-383,000	-782,000	1,602,000	3,031,000	1,450,000
Region I:						
Conn.	27,169	-18,520	+4,358	13,831	23,272	11,907
Maine	15,193	-2,151	-2,471	7,546	14,413	7,140
Mass.	170,145	-62,462	+5,153	79,930	187,296	73,874
N. H.	12,000	-5,835	+5,812	7,157	11,323	6,760
R. I.	50,456	-10,327	+21,324	21,721	47,516	20,419
Vt.	4,782	-479	+2,017	2,320	4,402	2,159
Region II-III:						
Del.	5,395	+1,434	-1,817	3,293	4,805	2,941
N. J.	217,777	-8,774	-16,796	105,395	198,794	96,182
N. Y.	841,911	-39,275	-115,052	407,414	722,883	380,048
Pa.	223,833	-82,394	-229,769	89,955	207,546	83,232
Region IV:						
D. C.	13,056	+252	+2,882	7,696	13,150	7,223
Md.	33,408	-8,247	-12,662	15,413	33,408	13,413
N. C.	32,148	-10,442	-793	20,869	29,732	19,480
Va.	17,206	-7,078	-7,516	9,581	16,008	8,923
W. Va.	31,670	-4,288	-10,441	7,863	30,435	7,537
Region V:						
Ky.	34,950	-4,402	-22,042	17,108	33,061	16,296
Mich.	196,455	+38,031	+11,541	72,077	173,706	64,753
Ohio <sup>1</sup>						
Region VI:						
Ill.	218,904	-39,563	-82,109	123,851	206,160	118,276
Ind.	36,244	-478	-3,943	16,618	30,949	14,795
Wis.	18,841	-3,643	-3,002	11,279	16,770	10,149
Region VII:						
Ala.	45,756	-12,018	-9,919	18,635	42,796	17,414
Fla.	57,988	-9,520	+13,685	32,733	54,927	31,109
Ga.	41,404	-7,903	+13,875	24,404	35,858	21,263
Miss.	15,989	-3,472	+529	8,557	14,094	7,773
S. C.	13,416	-2,746	-900	6,379	12,097	6,833
Tenn.	66,530	-10,522	-12,109	34,602	63,254	32,759
Region VIII:						
Iowa.	9,699	-631	-20,180	5,605	8,612	4,868
Minn.	8,353	-2,210	-8,710	3,732	7,336	3,301
Nebr.	2,934	-12	-7,592	1,797	2,347	1,437
N. Dak.	387	-243	-1,430	262	375	274
S. Dak.	727	+33	-4,000	301	683	465
Region IX:						
Ark.	22,164	-5,060	-19,808	8,428	21,010	7,958
Kans.	15,053	-887	-21,690	7,092	14,208	6,659
Mo.	79,182	-15,444	-66,495	36,357	71,550	32,635
Okla.	17,267	-1,456	-23,238	7,014	15,954	6,463
Region X:						
La.	24,468	-1,736	-19,422	8,526	21,484	7,532
N. Mex.	2,348	-105	-841	986	2,224	941
Tex.	23,819	-6,261	-22,362	11,399	20,255	9,830
Region XI:						
Colo.	5,132	-1,031	-1,906	2,945	4,626	2,688
Idaho	3,006	-864	-772	2,028	2,758	1,890
Mont.	3,828	+42	-2,725	1,900	3,108	1,700
Utah	8,182	-363	-2,828	4,396	7,431	4,113
Wyo.	716	-81	-340	421	642	374
Region XII:						
Ariz.	10,312	-1,179	+1,742	4,906	9,555	4,689
Calif.	449,661	-48,994	-23,364	221,240	418,747	206,912
Nev.	4,323	+43	+1,370	1,927	4,100	1,836
Oreg.	35,280	+4,935	+6,758	15,466	30,743	13,486
Wash.	83,420	+8,460	-58,281	26,717	76,615	34,214
Regions XIII and XIV:						
Alaska	651	+147	+278	275	565	250
Hawaii	3,265	+1,753	+1,125	2,049	2,688	1,694

<sup>1</sup> In some States 1 claim covers more than 1 week.

<sup>2</sup> Includes waiting-period claims except in Maryland, which has no provision for filing such claims.

<sup>3</sup> Includes estimate for Ohio.

<sup>4</sup> Data not received.



The unemployment ratio in New York dropped from 4.9 to 4.5 percent but was the second highest in the Nation. New Jersey, with 3.7 percent, was one

of the six States with the highest ratios.

Lay-offs in the seasonal food-processing industry accounted for the Oc-

tober rise in claims in Delaware, particularly in the Dover and Wilmington areas. The rise in initial claims in New Jersey reflected scattered lay-offs

Table 4.—Number of individuals<sup>1</sup> compensated during weeks ended in October 1947 and number of weeks compensated and amount of benefits paid in October 1947, by State

[Data reported by State agencies; corrected to Nov. 17, 1947]

Region and State	All types of unemployment							Total unemployment			
	Individuals compensated during weeks ended—				Weeks compensated			Benefits paid <sup>1</sup>	Weeks compensated	Benefits paid <sup>2</sup>	Average weekly payment
	October 4	October 11	October 18	October 25	Number	Amount of change from—					
						September 1947	October 1946				
Total .....	679,590	657,244	617,146	669,710	2,982,473	-394,995	-561,477	\$52,773,923	2,815,167	\$50,776,000	\$18.04
Region I:											
Connecticut.....	10,509	8,885	9,477	6,827	40,754	-14,589	+3,037	778,012	38,875	755,983	19.45
Maine.....	2,967	2,902	2,852	2,814	13,699	-1,505	-2,369	192,789	12,106	175,070	14.46
Massachusetts.....	37,420	36,452	31,833	33,737	162,579	-30,482	+17,323	3,461,781	149,803	3,321,602	22.17
New Hampshire.....	2,790	2,417	1,871	3,129	11,737	-5,666	+7,164	172,848	10,733	163,465	15.23
Rhode Island.....	10,853	10,798	8,833	10,407	44,791	-8,665	+19,125	930,491	43,044	909,787	21.14
Vermont.....	912	911	835	919	4,188	-323	+2,487	69,714	3,866	67,414	17.44
Region II-III:											
Delaware.....	605	600	659	220	3,039	-541	-2,538	44,355	2,821	42,439	15.04
New Jersey.....	40,322	56,972	31,796	41,382	207,055	-41,638	+15,907	4,016,984	198,333	3,918,981	19.76
New York.....	169,369	167,260	155,779	165,865	745,813	-38,269	-117,568	13,994,111	726,556	13,596,416	18.71
Pennsylvania.....	48,069	47,242	36,979	48,405	201,403	-59,619	-141,038	3,451,684	195,878	3,394,377	17.33
Region IV:											
District of Columbia.....	3,373	3,394	2,331	2,664	13,137	-804	-4,249	214,719	12,943	211,662	16.35
Maryland.....	7,207	6,731	6,614	5,007	28,849	-8,328	-24,411	511,367	26,679	488,457	18.81
North Carolina.....	6,181	6,459	6,557	6,377	27,634	-11,940	+4,284	318,986	26,351	309,512	11.75
Virginia.....	3,821	3,372	2,661	3,659	15,082	-6,814	-5,683	187,931	14,545	183,400	12.61
West Virginia.....	4,727	4,934	4,479	5,170	21,556	-6,181	-14,767	320,896	17,272	264,972	15.34
Region V:											
Kentucky.....	5,606	6,168	6,793	5,719	28,526	-13,974	-837	312,931	27,172	304,331	11.20
Michigan.....	23,817	30,800	35,327	40,433	162,198	+26,158	-5,159	2,872,006	120,502	2,421,263	20.09
Ohio.....	18,310	17,561	16,923	17,058	78,672	-16,173	-28,482	1,339,139	76,349	1,315,854	17.23
Region VI:											
Illinois.....	45,535	42,774	34,918	42,299	185,888	-37,602	-75,577	3,286,360	173,257	3,138,160	18.22
Indiana.....	4,980	5,884	4,891	6,000	25,120	-7,418	-6,459	423,626	24,099	407,048	16.89
Wisconsin.....	3,363	3,422	3,189	3,219	14,727	-2,250	-1,836	230,182	13,102	211,537	16.15
Region VII:											
Alabama.....	10,578	9,960	6,971	10,833	42,952	-10,939	-7,128	625,098	41,485	610,553	14.72
Florida.....	13,308	10,855	9,946	9,294	43,742	-15,265	+13,521	582,648	38,848	566,115	14.57
Georgia.....	7,955	7,837	6,954	7,523	35,672	-7,887	+15,287	455,349	32,542	444,888	13.67
Mississippi.....	3,174	2,867	2,606	2,560	12,351	-2,537	+3,011	143,507	10,927	132,598	12.13
South Carolina.....	4,399	3,858	3,955	2,456	17,575	-3,893	+7,027	246,581	16,738	239,539	14.31
Tennessee.....	13,765	11,894	13,243	10,987	56,176	-11,931	-9,957	734,340	54,117	716,634	13.24
Region VIII:											
Iowa.....	1,434	1,498	1,507	1,549	7,003	-442	-16,056	105,086	6,506	100,231	15.41
Minnesota.....	3,406	3,356	2,985	2,884	14,161	-3,487	-7,263	211,660	13,386	203,765	15.22
Nebraska.....	665	683	611	651	3,003	-247	-6,455	42,334	2,677	39,120	14.61
North Dakota.....	70	65	73	59	321	-202	-201	5,223	262	4,579	17.48
South Dakota.....	67	69	83	66	356	+12	-3,074	5,019	328	4,674	14.25
Region IX:											
Arkansas.....	4,467	4,392	4,193	3,824	18,044	-5,570	-11,976	268,579	16,979	256,091	15.06
Kansas.....	2,579	2,696	2,352	2,584	11,653	-704	-14,934	170,609	10,895	164,199	15.07
Missouri.....	13,803	14,000	13,777	12,667	62,587	-6,001	-20,342	980,708	60,337	963,098	15.96
Oklahoma.....	5,629	6,020	5,262	5,267	25,508	-2,330	-12,053	401,388	24,340	390,035	16.02
Region X:											
Louisiana.....	7,090	7,190	6,392	6,934	30,357	-3,786	-14,035	427,993	29,170	414,812	14.22
New Mexico.....	329	323	333	266	1,373	-416	+431	21,213	1,322	20,637	16.61
Texas.....	7,106	6,610	5,464	6,106	27,938	-9,332	-20,544	366,944	26,124	351,567	13.46
Region XI:											
Colorado.....	745	791	777	758	3,355	-1,518	-924	49,909	3,244	48,691	15.01
Idaho.....	796	707	407	433	2,641	-111	+1,038	45,168	2,505	45,522	17.35
Montana.....	599	500	502	508	2,438	-30	-253	37,720	2,488	37,720	15.47
Utah.....	1,468	1,604	1,403	1,469	6,815	-230	-2,441	151,123	6,306	143,216	22.71
Wyoming.....	120	135	124	149	593	-134	-180	10,395	556	9,974	17.94
Region XII:											
Arizona.....	1,361	1,311	1,172	1,712	6,224	-686	+2,150	109,581	5,991	106,546	17.78
California.....	93,461	71,017	101,444	94,364	414,045	-24,753	-32,795	7,710,908	397,076	7,491,091	18.87
Nevada.....	759	481	698	893	3,143	-509	+1,149	61,161	3,039	59,777	19.67
Oregon.....	5,301	4,646	5,445	6,250	26,166	+918	+741	439,234	25,071	426,960	17.03
Washington.....	14,865	15,399	13,395	17,386	68,625	+2,395	-73,885	1,171,581	66,127	( <sup>1</sup> )	-----
Regions XIII and XIV:											
Alaska.....	179	172	213	284	1,056	+171	+466	23,966	1,019	23,478	23.04
Hawaii.....	403	361	262	484	2,150	+1,072	+576	37,436	1,515	31,669	20.90

<sup>1</sup> The number of individuals is assumed to be identical with the number of weeks compensated, which may result in a slight overstatement of the number of individuals.

<sup>2</sup> Gross; not adjusted for voided benefit checks and transfers under interstate combined-wage plan.

<sup>3</sup> Includes estimates for Washington.

<sup>4</sup> Data not available.

in seasonal industries. In view of usual seasonal influences, however, the load seemed to be lighter than what might be considered the normal volume. New York's sharp increase in initial claims reflected lay-offs in the needle trades, chiefly in New York

City, during the latter half of the month. These increases had not as yet affected the continued claims load, which continued to decline with the generally improved conditions of the past 2 months.

In Pennsylvania, the decline in the claims load was due primarily to the settlement late in September of a strike of interplant railroad workers in the steel mills, which caused the lay-off of many steel workers during the early part of that month. Another

factor was the settlement of industrial disputes in several anthracite mines and the recall of workers who had been temporarily laid off during September by an electrical firm in the Erie area. Initial claims filed by women increased during October, however, as workers in food-processing, textile, and apparel industries were laid off.

Region IV.—Initial claims in the District of Columbia were about a fourth above the September total.

Table 5.—Unemployment in week ended October 11, 1947, as reflected by continued claims for unemployment insurance<sup>1</sup> as percent of average covered employment in 1946

Region and State	Claims	Average covered employment <sup>2</sup> (in thousands)	Claims as percent of covered employment
Total.....	736,358	29,961.2	2.5
Region I:			
Connecticut.....	10,093	593.3	1.7
Maine.....	3,381	167.2	2.0
Massachusetts.....	37,329	1,413.8	2.7
New Hampshire.....	2,888	128.0	2.3
Rhode Island.....	10,409	227.8	4.6
Vermont.....	1,032	61.4	1.7
Region II-III:			
Delaware.....	794	83.3	1.0
New Jersey.....	45,656	1,221.7	3.7
New York.....	181,145	4,007.0	4.5
Pennsylvania.....	46,982	2,816.0	1.7
Region IV:			
District of Columbia.....	2,990	200.2	1.4
Maryland.....	7,021	321.1	1.5
North Carolina.....	7,344	584.9	1.3
Virginia.....	3,489	449.4	.8
West Virginia.....	7,186	346.9	2.1
Region V:			
Kentucky.....	7,433	333.7	2.2
Michigan.....	40,180	1,419.6	2.8
Ohio.....	22,756	2,017.4	1.1
Region VI:			
Illinois.....	46,297	2,191.6	2.1
Indiana.....	7,730	803.5	1.0
Wisconsin.....	4,003	667.8	.6
Region VII:			
Alabama.....	9,023	280.0	2.5
Florida.....	13,008	354.8	3.7
Georgia.....	9,334	486.8	1.9
Mississippi.....	3,512	168.5	2.1
South Carolina.....	4,895	279.5	1.6
Tennessee.....	16,745	461.8	3.6
Region VIII:			
Iowa.....	2,055	310.1	.7
Minnesota.....	3,792	303.1	.8
Nebraska.....	868	144.1	.6
North Dakota.....	89	34.9	.3
South Dakota.....	153	43.0	.4
Region IX:			
Arkansas.....	5,179	197.0	2.6
Kansas.....	3,273	208.7	1.6
Missouri.....	17,898	722.1	2.5
Oklahoma.....	7,006	237.6	2.9
Region X:			
Louisiana.....	8,056	379.5	2.1
New Mexico.....	526	72.2	.7
Texas.....	9,026	1,016.1	.9
Region XI:			
Colorado.....	1,125	174.5	.6
Idaho.....	654	76.7	.9
Montana.....	796	83.2	.9
Utah.....	1,702	106.2	1.6
Wyoming.....	157	46.2	.3
Region XII:			
Arizona.....	2,313	88.3	2.6
California.....	93,928	2,322.8	4.0
Nevada.....	946	36.9	2.6
Oregon.....	7,225	284.0	2.5
Washington.....	15,596	480.0	3.3

<sup>1</sup> Estimated number of continued claims for unemployment in the week in which the 8th of the month falls.

<sup>2</sup> Estimated number of workers in covered employment in the pay period of each type (weekly, semi-monthly, etc.) ending nearest the 15th of the month; corrected to Oct. 28, 1947.

Table 6.—Interstate claims received, weeks compensated by interstate payments, and amount of interstate benefit payments, by liable State, July–September 1947

[Data reported by State agencies; corrected to Nov. 14, 1947]

Region and liable State	Initial		Continued		Weeks compensated	Benefit payments
	Total	Women	Total	Women		
Total.....	102,270	46,455	660,852	328,921	468,639	\$8,334,581
Region I:						
Connecticut.....	2,370	984	16,801	6,467	13,282	261,501
Maine.....	314	153	1,795	1,032	1,715	22,570
Massachusetts.....	2,766	1,260	12,542	6,112	10,289	227,525
New Hampshire.....	430	189	4,811	2,330	4,340	63,070
Rhode Island.....	993	483	7,561	4,112	5,887	119,523
Vermont.....	192	82	1,086	437	865	15,311
Region II-III:						
Delaware.....	343	114	2,314	868	1,267	20,674
New Jersey.....	3,909	1,616	28,508	13,435	21,765	431,370
New York.....	11,339	6,037	98,448	58,968	75,208	1,453,567
Pennsylvania.....	4,368	1,860	27,849	12,386	20,641	361,445
Region IV:						
District of Columbia.....	1,300	608	8,870	4,900	5,583	97,877
Maryland.....	1,492	411	13,024	5,394	8,120	167,404
North Carolina.....	1,476	730	9,513	5,665	5,618	64,470
Virginia.....	1,054	519	9,189	4,980	7,017	92,781
West Virginia.....	970	206	6,826	1,385	3,641	58,476
Region V:						
Kentucky.....	715	247	10,998	5,038	5,836	64,771
Michigan.....	3,751	1,225	21,950	7,240	11,998	231,157
Ohio.....	4,068	1,485	25,383	9,513	13,169	239,905
Region VI:						
Illinois.....	9,431	4,599	66,523	36,458	44,722	821,585
Indiana.....	1,986	778	8,616	3,204	4,582	81,359
Wisconsin.....	695	260	3,111	1,326	1,829	26,525
Region VII:						
Alabama.....	1,253	421	6,616	2,281	4,390	69,666
Florida.....	3,578	1,706	21,981	10,810	14,831	207,662
Georgia.....	1,764	848	10,281	5,624	5,948	85,534
Mississippi.....	765	327	3,297	1,837	2,549	33,365
South Carolina.....	631	285	3,333	1,712	2,373	33,599
Tennessee.....	2,317	1,040	17,875	8,461	13,385	196,467
Region VIII:						
Iowa.....	806	274	2,582	1,351	997	15,761
Minnesota.....	397	223	2,386	1,343	1,870	23,335
Nebraska.....	417	211	2,522	1,415	1,637	23,931
North Dakota.....	109	62	266	152	160	2,814
South Dakota.....	79	41	253	119	155	2,299
Region IX:						
Arkansas.....	503	196	2,331	1,127	1,377	18,309
Kansas.....	1,803	568	10,909	3,157	7,842	121,659
Missouri.....	3,538	1,982	25,989	15,905	19,440	313,412
Oklahoma.....	1,494	510	6,393	2,069	5,032	84,041
Region X:						
Louisiana.....	880	379	4,341	2,093	3,149	47,557
New Mexico.....	450	196	1,739	723	1,150	15,998
Texas.....	2,651	1,081	13,218	5,367	6,786	100,615
Region XI:						
Colorado.....	843	443	4,645	2,541	2,870	43,252
Idaho.....	305	127	1,151	498	805	10,619
Montana.....	189	81	1,062	583	809	12,873
Utah.....	642	286	2,537	1,097	1,471	34,447
Wyoming.....	230	90	1,259	506	914	6,903
Region XII:						
Arizona.....	1,201	476	4,815	2,130	3,262	56,825
California.....	15,482	7,624	93,451	49,960	74,726	1,415,577
Nevada.....	613	229	3,281	1,205	2,555	48,526
Oregon.....	1,230	597	7,769	3,997	5,871	88,701
Washington.....	3,970	2,159	15,961	8,792	14,072	243,574
Regions XIII and XIV:						
Alaska.....	340	60	1,965	418	1,650	38,709
Hawaii.....	108	45	876	398	609	15,682

The most significant increase, that for Negro women, was attributed to their replacement by male workers, the release of unskilled and unsuitable help, a general tightening of the labor market, and a seasonal slack in employment.

The increase in initial claims in Maryland resulted from a partial shut-down of canneries, the closing of amusement parks, a decline in racing and other sports activity, and a lay-off in the aircraft industry. The

decline in continued claims was due largely to the general upswing in employment and the fact that benefit exhaustions remained high. In North Carolina the volume of initial claims was about the same as for September. A 32-percent drop in September in new initial claims brought about a further decline in continued claims during October. Few lay-offs of any consequence were reported by Virginia, and initial claims remained at about the September level.

**Region V.**—Though initial claims rose in Kentucky, developments during the month indicated the probability of further declines in the total claims load. Various types of construction, both domestic and commercial, are being planned. Aside from the more basic trend toward increased business activity, the two principal factors affecting claims during the month were the beginning of the school term in September and the temporary closing of the distilleries.

Table 7.—Initial interstate claims, by liable and selected agent State, April-June 1947

[Data reported by State agencies; corrected to Aug. 18, 1947]

Liable State	Agent State																									
	Total	Ala.	Ariz.	Calif.	Fla.	Ill.	Ind.	Kans.	Ky.	Mass.	Mich.	Mo.	N. J.	N. Y.	N. C.	Ohio	Oreg.	Pa.	Tenn.	Tex.	Wash.	W. Va.	All other <sup>1</sup>			
Total..	116,339	2,478	2,854	15,385	5,611	3,867	2,101	2,516	2,749	3,790	3,549	4,463	5,137	8,043	2,004	2,463	2,547	7,349	2,710	3,686	2,990	2,990	26,987			
Ala.....	1,222		3	81	187	31	10	5	14	5	73	13	7	45	37	33	7	29	119	22	4	7	480			
Alaska.....	568	0	4	51	5	1	1	4	0	3	3	4	0	20	0	0	43	4	1	3	370	0	61			
Ariz.....	1,086	4		468	7	27	20	7	3	7	23	29	13	49	3	23	20	17	10	66	18	3	268			
Ark.....	281	2	13	13	4	19	4	7	3	2	21	65	0	7	4	1	9	2	13	40	8	0	44			
Calif.....	15,044	187	980		240	722	203	441	119	257	436	1,236	228	1,265	75	292	1,421	428	209	1,565	1,092	89	3,584			
Colo.....	1,279	2	53	421	10	47	6	48	10	5	17	91	14	31	2	12	26	13	8	47	41	5	369			
Conn.....	3,326	11	31	210	183	28	11	4	11	424	20	3	103	1,039	36	24	7	455	14	16	14	8	631			
Del.....	428	1	4	7	14	1	1	3	4	6	2	1	27	27	13	4	0	136	3	2	1	16	155			
D. C.....	1,394	7	14	90	60	31	5	4	8	29	41	9	53	197	92	22	21	170	23	35	7	61	414			
Fla.....	4,239	374	29	194		76	43	9	37	295	124	28	281	907	83	114	15	278	148	59	8	42	1,095			
Ga.....	1,610	450	6	51	230	27	12	3	12	9	78	10	48	103	76	42	4	86	120	18	0	7	221			
Hawaii.....	75	1	0	46	0	2	1	0	0	2	1	3	3	6	0	0	1	2	0	1	0	0	6			
Idaho.....	273	0	9	58	0	3	0	2	2	2	1	9	0	3	0	0	25	1	0	4	91	0	63			
Ill.....	11,461	172	363	2,280	481		891	158	366	102	814	765	121	394	72	228	119	242	486	270	225	99	2,807			
Ind.....	2,117	20	70	281	77	385		17	458	0	121	53	14	44	5	107	10	32	118	51	18	27	200			
Iowa.....	4,648	4	16	156	5	75	5	17	2	2	10	88	1	8	1	3	9	6	8	15	30	2	117			
Kans.....	1,851	6	34	235	5	23	9	1	2	15	901	4	12	2	7	30	7	8	69	31	4	446				
Ky.....	1,475	21	12	35	30	46	259	3		8	31	9	7	21	5	60	0	16	147	7	2	666	90			
La.....	821	41	11	0	35	26	6	7	4	14	40	25	12	52	8	8	2	20	17	200	14	4	286			
Maine.....																										
Md.....	4,303	16	16	114	106	25	15	8	87	36	39	12	107	360	292	61	6	1,058	106	27	21	715	1,076			
Mass.....	3,093	5	32	302	170	32	9	4	6		44	13	118	434	14	24	7	86	11	27	29	5	1,631			
Mich.....	4,023	89	132	640	217	327	149	20	342	44		156	33	219	50	194	35	223	334	72	48	91	609			
Minn.....	711	0	15	193	14	36	9	5	0	7	28	12	9	24	2	6	29	7	2	12	83	1	190			
Miss.....	747	154	11	76	30	37	7	5	5	3	34	45	3	18	4	18	5	14	40	25	5	1	207			
Mo.....	4,230	20	67	701	34	696	46	1,292	52	15	131		19	86	7	27	42	25	72	95	86	7	708			
Mont.....	228	0	2	65	0	7	0	1	0	0	2	5	1	3	1	3	25	2	1	6	51	2	51			
Neb.....	532	9	10	202	6	16	1	38	0	10	60	2	5	2	5	19	4	3	3	12	0	135				
Nev.....	590	1	56	277	7	8	3	8	5	6	7	15	7	17	0	6	16	7	1	10	16	2	115			
N. H.....	892	0	1	17	25	0	0	0	2	556	3	0	7	46	1	6	0	8	0	2	2	1	215			
N. J.....	4,258	28	70	462	405	93	19	20	23	149	39	27		583	87	60	9	1,181	61	42	26	53	821			
N. Mex.....	434	1	37	137	1	8	1	9	2	3	3	14	3	1	0	0	1	6	1	84	12	1	110			
N. Y.....	13,889	125	256	2,898	1,065	284	70	25	60	643	333	114	2,068		201	243	46	1,790	78	178	88	109	2,251			
N. C.....	1,368	30	4	42	60	9	0	2	15	19	33	7	33	177		16	3	112	74	10	5	12	696			
N. Dak.....	121	1	2	24	1	0	1	0	0	1	1	3	0	0	0	0	9	3	0	0	29	0	46			
Ohio.....	3,866	87	125	537	204	148	125	14	500	81	256	41	45	204	53		14	404	238	51	22	402	363			
Okl.....	1,483	4	68	452	15	36	7	168	5	2	21	148	4	15	6	7	20	15	14	209	29	4	239			
Oreg.....	1,094	5	15	376	10	17	2	20	1	7	19	54	2	22	5	6		3	7	30	237	3	263			
Pa.....	5,203	32	60	505	299	67	32	14	35	88	153	32	1,561	763	103	266	19		28	52	34	157	895			
R. I.....	1,756	8	13	161	95	12	7	0	4	869	17	8	33	153	6	7	6	40	5	21	9	8	274			
S. C.....	892	18	0	20	41	6	2	0	4	3	10	2	15	84	121	3	0	39	24	3	3	1	193			
S. Dak.....	108	0	0	33	0	0	0	1	1	2	2	0	0	1	0	1	11	2	1	0	25	0	19			
Tenn.....	2,908	460	19	138	117	99	33	10	350	11	163	111	22	100	195	78	11	49		63	11	38	832			
Tex.....	2,905	46	85	908	42	62	19	41	14	15	45	66	20	99	12	38	21	31	55		37	16	1,262			
Utah.....	421	1	8	145	2	16	1	3	4	0	2	9	2	13	1	3	17	3	4		32	1	150			
Vt.....	243	0	1	16	16	2	0	0	0	58	3	0	4	60	2	3	1	4	0	1	2	0	170			
Va.....	1,625	14	6	61	53	17	9	2	45	14	19	14	54	185	285	31	1	105	59	10	12	267	362			
Wash.....	3,336	18	44	871	36	118	30	51	22	14	41	150	15	106	16	22	372	51	18	110		13	1,213			
W. Va.....	1,124	18	22	52	41	7	9	0	105	2	37	8	10	33	19	335	3	114	13	13	4		279			
Wis.....	710	2	17	140	17	89	8	8	6	8	173	17	4	28	5	15	10	9	4	8	27	4	111			
Wyo.....	348	4	8	58	0	16	0	10	0	1	0	18	0	4	0	2	10	1	0	6	20	1	194			

<sup>1</sup> Represents all agent States with 1,796 claims or fewer in the quarter.<sup>2</sup> Includes 105 claims received from Canada: California, 5; Colorado, 1; Connecticut, 3; the District of Columbia, 1; Illinois, 6; Indiana, 2; Minnesota, 4;

Missouri, 2; New York, 64; Ohio, 2; Pennsylvania, 8; Tennessee, 1; Texas, 1; Washington, 5.

<sup>3</sup> Data not received.

Students out of work and filing claims in early September were no longer eligible to file after entering school. The 60-day holiday in whisky making, which affected an estimated 7,000 workers in the industry, resulted in the filing of many initial claims.

Michigan, where lay-offs continued in the automotive and automobile-body industries because of shortages of certain basic materials, was the only State in the region to report an increase both in initial and in continued claims. Data for operations

in Ohio in the month of October were not available, but the weekly data indicated a downward trend in both types of claims.

**Region VI.**—Except for a rise in Indiana's initial claims, both types of claims in each State in the region were below the September levels. All the unemployment ratios were below the national average. In Illinois the decline in the claims load was attributed to a pick-up in employment at the beginning of the fall season and to the replacement of students

leaving jobs to return to school. Indiana reported a widespread rise in initial claims.

**Region VII.**—Five States in this region—all except Alabama—reported an increase in initial claims, while continued claims declined in every State. The unemployment ratio showed further declines in each State, but the 3.7 percent in Florida and 3.6 percent in Tennessee were far above the national average. The slight decline in initial claims and the substantial drop in continued claims in

Table 8.—Initial interstate claims, by liable and selected agent State, July-September 1947

[Data reported by State agencies; corrected to Nov. 14, 1947]

Liable State	Agent State																						
	Total	Ala.	Ariz.	Ark.	Calif.	Fla.	Ill.	Ind.	Kans.	Ky.	Mass.	Mich.	Mo.	N. J.	N. Y.	Ohio	Okla.	Oreg.	Pa.	Tenn.	Tex.	Wash.	All other <sup>1</sup>
Total..	102,270	2,559	2,667	2,387	14,185	3,395	3,450	2,002	2,089	2,100	2,896	3,491	4,204	3,708	5,972	2,481	2,777	2,399	6,106	2,383	3,111	2,888	23,900
Ala.	1,253	7	9	77	155	41	16	2	8	11	99	17	19	41	53	9	6	35	125	37	5	481	
Alaska	340	3	1	0	48	1	2	0	0	0	1	6	2	3	2	0	23	1	3	3	206	28	
Ariz.	1,201	4	68	804	8	38	27	12	13	12	26	41	7	40	29	79	23	21	9	74	25	144	
Ark.	503	12	33	1	10	52	7	20	2	3	52	93	2	8	6	0	17	9	40	68	14	54	
Calif.	15,482	151	796	773	234	593	208	369	103	236	447	1,041	216	922	330	1,099	1,288	366	171	1,284	1,086	3,789	
Colo.	843	2	26	16	295	8	46	7	32	9	6	24	34	7	18	12	35	19	13	4	32	47	
Conn.	2,370	9	29	8	207	111	11	9	3	4	314	22	6	98	661	23	5	3	391	10	19	414	
Del.	343	0	1	0	16	11	3	2	0	5	6	3	3	18	21	0	1	128	2	2	1	113	
D. C.	1,300	18	16	7	88	86	36	3	5	14	50	31	13	45	183	26	8	5	158	16	24	462	
Fla.	3,578	366	24	19	194	90	58	2	47	172	90	16	227	721	105	20	6	224	157	52	15	973	
Ga.	1,784	567	1	5	53	305	22	5	2	9	19	84	11	47	87	35	9	6	61	100	17	312	
Hawaii.	108	0	0	2	54	0	4	2	0	0	1	2	3	3	13	2	0	3	3	1	1	5	
Idaho.	305	0	2	3	61	1	4	0	1	0	1	1	13	0	3	1	6	40	2	0	1	97	
Ill.	9,431	184	340	228	1,940	362	723	136	263	116	717	587	104	296	266	150	119	230	317	185	222	1,976	
Ind.	1,986	20	89	44	254	76	306	10	371	9	123	60	16	48	142	16	11	39	114	27	21	190	
Iowa.	506	3	17	4	112	8	75	8	11	4	2	10	42	3	9	3	12	14	3	5	10	25	
Kans.	1,893	3	24	72	216	7	23	4	4	3	8	889	4	8	7	269	18	10	8	46	38	135	
Ky.	718	5	8	9	40	15	34	229	1	6	42	8	6	12	53	6	2	13	69	2	2	182	
La.	880	83	9	19	66	43	38	11	4	3	11	20	27	6	38	14	6	2	12	14	172	17	
Maine.	314	1	0	0	16	10	3	1	0	0	109	4	3	7	28	2	0	1	14	0	3	108	
Md.	1,492	6	3	1	2	5	3	2	3	9	14	5	1	68	122	19	3	0	437	35	10	18	
Mass.	2,766	6	33	12	415	133	38	9	2	9	89	36	10	89	352	28	14	5	80	5	32	25	
Mich.	3,751	114	123	156	604	123	288	157	20	308	30	154	49	174	192	23	34	224	314	71	53	540	
Minn.	3,397	1	20	0	1	13	30	4	5	2	4	16	20	6	26	4	0	41	4	2	8	102	
Miss.	765	170	4	42	66	17	43	12	6	7	2	39	29	5	10	11	6	0	9	56	26	203	
Mo.	3,538	18	58	240	643	43	564	44	884	63	12	115	19	77	44	100	41	36	57	78	73	831	
Mont.	189	0	7	0	46	0	2	1	0	0	0	1	0	6	0	4	11	2	1	0	48	60	
Nebr.	417	4	12	7	159	2	12	2	21	1	1	5	40	1	0	5	11	17	3	4	2	32	
Nev.	613	5	49	12	287	3	6	2	5	0	1	10	14	3	10	1	17	23	12	3	19	112	
N. H.	430	0	1	0	16	11	2	1	0	0	250	2	1	5	33	1	0	0	5	0	1	99	
N. J.	3,909	32	54	19	429	418	75	24	11	30	150	67	31	480	86	11	13	1,075	42	45	27	790	
N. Mex.	450	2	54	19	142	1	9	1	8	0	0	4	18	2	1	0	31	4	3	1	89	9	
N. Y.	11,359	180	234	27	2,396	1,196	251	79	24	32	613	286	114	1,451	250	47	42	1,537	75	134	78	2,256	
N. C.	1,476	28	3	4	80	93	16	6	1	14	18	34	10	35	127	17	9	5	103	131	12	6	
N. Dak.	1,099	0	2	0	26	0	3	0	0	0	0	1	5	0	1	1	10	1	1	2	31	26	
Ohio.	4,098	88	205	47	627	213	142	142	12	460	32	235	60	48	192	37	19	417	242	49	41	788	
Okla.	1,494	9	49	88	296	16	26	12	326	3	2	18	237	1	16	7	40	13	17	151	41	127	
Oreg.	1,230	9	22	38	417	8	14	5	17	4	7	16	62	4	16	7	64	2	4	45	242	227	
Pa.	4,368	24	94	11	533	259	81	39	14	26	82	172	29	944	667	275	27	15	2	35	31	33	
R. I.	993	4	12	6	93	31	8	2	2	5	469	8	1	18	85	7	45	3	27	4	9	153	
S. C.	631	31	0	0	23	53	7	3	2	9	7	18	2	13	71	8	1	52	24	6	1	299	
S. Dak.	79	1	3	0	31	1	3	0	0	0	1	1	1	0	1	0	1	7	0	0	0	11	
Tenn.	2,317	301	23	2	155	120	90	60	3	178	12	200	75	16	62	107	20	4	46	57	19	758	
Tex.	2,551	52	66	179	788	39	52	31	38	17	12	45	74	11	46	20	339	25	27	42	52	607	
Utah.	642	0	19	27	262	1	21	0	10	2	8	7	10	2	6	5	23	23	4	2	4	31	
Vt.	192	0	1	1	10	1	0	0	0	0	33	3	1	3	37	0	1	0	4	0	0	97	
Va.	1,054	16	9	2	48	44	14	7	2	20	17	18	5	40	94	22	7	1	80	52	13	7	
Wash.	3,970	35	64	135	1,123	60	103	23	52	28	21	50	248	23	70	39	115	387	36	37	139	1,180	
W. Va.	970	18	18	0	38	27	14	14	1	71	4	40	1	9	19	201	9	0	124	33	6	312	
Wis.	695	4	29	4	133	11	93	5	5	1	8	213	21	6	17	6	16	7	2	9	22	77	
Wyo.	230	1	4	18	45	1	11	5	3	2	2	2	13	0	0	1	10	5	2	0	7	15	

<sup>1</sup> Represents all agent States with 1,620 claims or fewer in the quarter.

<sup>2</sup> Includes 60 claims received from Canada: California, 10; Connecticut, 3; Minnesota, 2; New York, 37; Ohio, 2; Pennsylvania, 4; Washington, 2.



Alabama were attributed to fewer lay-offs and to better employment opportunities throughout the State. Part of Florida's increase in initial claims was due to an increase in interstate claims from workers coming to the State to seek employment in connection with the winter tourist trade.

Good weather conditions and a good cotton crop in Mississippi resulted in a demand for cotton pickers that led to a decrease in continued claims. The

small increase in initial claims was due to claims from sea-food workers who became unemployed as a result of the recent hurricane. Initial claims increased slightly in South Carolina during October, as many claimants who did not have sufficient wage credits in the preceding quarter became eligible with the inclusion of the new quarter in the base period. Continued claims declined further in October, largely because of the heavy exhaus-

tion rate, plus declines in the rate at which initial claims had been filed during earlier months. Temporary lay-offs in the textile and garment industries in Tennessee continued through October. New lay-offs of a temporary nature in firms making electrical machinery, fabricated metal products, and chemicals also swelled the initial claims load. The further decline in continued claims was attributed to a general increase in em-

Table 9.—Claims and payments for veterans' unemployment allowances, October 1947<sup>1</sup>

State	Initial claims	Continued claims	Weeks compensated	Payments
Total	288,684	1,938,707	1,921,493	\$38,153,106
Alabama	5,990	55,170	56,104	1,118,621
Alaska	225	795	663	13,185
Arizona	2,010	8,555	8,283	164,374
Arkansas	3,816	29,106	28,933	576,225
California	31,516	199,251	150,315	2,987,433
Colorado	1,445	8,789	4,833	85,092
Connecticut	3,174	21,287	18,564	369,291
Delaware	632	2,558	2,529	49,899
District of Columbia	651	16,018	17,120	342,784
Florida	6,904	71,016	74,020	1,475,601
Georgia	6,407	53,328	51,072	1,030,483
Hawaii	426	2,345	2,264	45,086
Idaho	289	844	719	14,212
Illinois	10,446	73,844	66,938	1,326,415
Indiana	7,835	18,789	17,853	353,536
Iowa	1,481	8,739	8,045	99,809
Kansas	2,069	8,742	8,355	164,171
Kentucky	2,163	35,745	46,667	928,937
Louisiana	4,948	47,866	49,694	973,853
Maine	1,990	10,211	10,187	202,361
Maryland	2,584	17,733	17,484	347,004
Massachusetts	11,152	86,804	86,761	1,740,610
Michigan	19,653	75,512	68,555	1,331,422
Minnesota	2,570	12,901	12,663	280,260
Mississippi	2,516	16,688	16,235	323,053
Missouri	6,909	54,181	52,199	1,036,496
Montana	541	1,757	1,667	33,197
Nebraska	477	1,854	1,777	35,181
Nevada	293	1,352	1,370	27,175
New Hampshire	1,144	5,324	5,715	113,131
New Jersey	9,548	101,866	114,611	2,285,306
New Mexico	1,242	5,220	5,269	104,669
New York	54,863	254,663	251,406	5,004,261
North Carolina	4,812	33,113	30,036	596,277
North Dakota	56	104	93	1,880
Ohio	9,112	59,157	59,669	1,184,814
Oklahoma	3,750	32,674	33,607	667,598
Oregon	4,483	9,991	9,446	188,370
Pennsylvania	21,621	209,562	211,523	4,222,680
Puerto Rico	1,071	21,370	23,477	501,862
Rhode Island	1,680	21,158	20,281	404,107
South Carolina	3,515	39,389	39,633	792,550
South Dakota	230	1,006	925	18,621
Tennessee	4,489	67,553	61,877	1,234,306
Texas	7,513	77,930	80,784	1,514,203
Utah	1,089	2,474	2,473	48,628
Vermont	617	2,415	2,323	45,867
Virginia	2,795	20,387	20,848	414,218
Washington	5,518	18,631	16,897	334,309
West Virginia	4,531	45,928	45,109	856,534
Wisconsin	2,883	7,808	7,512	146,967
Wyoming	94	222	188	3,712

<sup>1</sup> Represents activities under provisions of title V of the Servicemen's Readjustment Act of 1944; excludes data for self-employed veterans.

<sup>2</sup> Includes adjustments for reporting discrepancies in previous months.

<sup>3</sup> Not comparable with data for previous months.

Source: Data reported to the Readjustment Allowance Service, Veterans Administration, by unemployment insurance agencies in 48 States, the District of Columbia, Alaska, and Hawaii, and by the Veterans Administration for Puerto Rico.

Table 10.—Time elapsed in the issuance of intrastate benefit payments for total unemployment based on claims taken at weekly intervals, 40 States, April-June 1947<sup>1</sup>

[Data reported by State agencies; corrected to Aug. 25, 1947]

State	First payments			Second and subsequent payments		
	Number	Percent of payments issued—		Number	Percent of payments issued—	
		Within 2 weeks	In 6 weeks or more		Within 2 weeks	In 6 weeks or more
Total	800,998	83.1	3.1	6,198,699	91.4	1.9
Calendar week	513,020	84.7	1.9	3,822,409	91.0	1.8
Connecticut	22,036	45.9	5.9	108,885	82.2	3.3
District of Columbia	5,035	68.9	8.7	36,884	70.7	4.5
Indiana	8,723	75.1	7.3	91,431	93.6	2.0
Kansas	3,301	80.7	11.1	41,989	87.1	8.3
Maine						
Massachusetts	90,574	83.9	2.6	627,054	94.8	1.3
Nevada	704	93.9	.6	8,777	97.8	.3
New Hampshire	8,673	79.3	.9	39,974	90.9	.6
New York	331,169	89.3	1.1	2,038,108	89.6	1.4
Oregon	6,091	88.7	2.4	98,899	94.9	.8
Rhode Island	21,707	68.1	.9	117,373	92.5	1.5
Utah	1,157	71.7	3.8	18,949	92.7	4.4
Vermont	3,238	70.9	2.3	16,800	94.3	1.2
Washington	8,096	87.3	2.3	285,826	95.3	.4
Wisconsin	4,216	79.5	6.5	41,690	93.1	2.4
Flexible week	296,973	80.3	5.2	2,676,280	91.9	2.4
Alabama	11,157	90.4	1.9	117,027	96.3	1.2
Alaska	264	87.6	.8	3,828	92.7	.1
Arizona	1,689	95.6	2.1	12,284	98.0	.0
California	37,102	85.9	6.3	478,851	95.3	2.4
Colorado	2,603	86.0	1.5	12,626	94.6	.9
Delaware	1,276	92.7	2.5	15,238	98.2	.6
Florida	10,660	88.7	2.6	103,999	96.1	.8
Georgia	6,482	90.1	1.7	66,361	95.8	.8
Hawaii	378	85.2	0	3,761	78.8	(9)
Idaho	567	78.1	8.8	6,420	85.2	2.9
Iowa	3,127	83.1	7.7	35,766	92.8	2.8
Kentucky	8,402	61.7	10.1	90,421	74.5	5.0
Maryland	27,559	96.9	.6	144,847	97.4	1.2
Michigan	36,931	86.8	11.8	330,980	93.6	5.4
Mississippi	3,737	85.3	3.9	34,132	93.4	2.2
Montana	1,261	94.7	9	17,222	98.7	.3
Nebraska	403	65.8	18.4	6,334	89.3	3.4
New Mexico	671	60.1	19.2	6,155	77.3	7.4
North Carolina	17,856	67.1	3.9	144,751	80.2	2.0
North Dakota	161	72.0	11.2	3,278	89.2	3.9
Pennsylvania	97,912	80.4	4.9	914,112	92.2	2.1
South Dakota	180	82.8	2.9	2,318	94.3	2.0
Texas	13,257	80.9	6.4	57,445	95.2	2.2
Virginia	13,057	93.0	1.0	65,477	98.0	.3
Wyoming	296	84.2	3.8	2,947	94.2	.6

<sup>1</sup> Represents number of weeks elapsed between the end of the benefit period and the date of payment. Includes intrastate benefit payments only from those States which take claims on a weekly basis and from Texas, where claims are filed in each week following the statutory 2-week benefit period.

<sup>2</sup> Excludes Maine; data not yet received.

<sup>3</sup> A calendar week is a period of 7 consecutive days, uniform for all claimants, usually ending on Saturday.

<sup>4</sup> Since Wisconsin State law does not provide for a benefit year, figure represents number of first payments in connection with each spell of unemployment.

<sup>5</sup> A flexible week is a period of 7 consecutive days, beginning on the date a claim is filed.

<sup>6</sup> Less than 0.05 percent.

ployment, plus the relatively large number of persons exhausting benefit rights.

**Region VIII.**—This was the only region in which the unemployment ra-

tios for October were below 1 percent in all States. North Dakota's initial claims remained the same, but the other States in the region reported slight increases. Continued claims,

however, continued downward in all States but South Dakota. In Iowa, temporary lay-offs of women in several localities accounted for the small rise in initial claims; a labor dispute

Table 11.—Time elapsed in the issuance of interstate benefit payments for all types of unemployment, by State, April-June 1947<sup>1</sup>

[Data reported by State agencies; corrected to Aug. 25, 1947]

State	First payments			Second and subsequent payments		
	Number	Percent of payments issued—		Number	Percent of payments issued—	
		Within 2 weeks	In 6 weeks or more		Within 2 weeks	In 6 weeks or more
Total <sup>2</sup> .....	52,688	40.6	18.5	505,747	45.3	10.5
Calendar week <sup>3</sup> .....	17,015	35.6	12.5	210,937	36.7	6.6
Arkansas.....	247	51.0	20.2	2,098	50.3	10.7
Connecticut.....	1,707	29.5	19.3	11,002	39.4	12.8
District of Columbia.....	452	48.1	8.3	5,582	68.8	2.1
Indiana.....	452	32.7	19.2	5,698	48.3	10.2
Kansas.....	749	63.6	9.2	10,645	48.8	5.0
Maine <sup>4</sup> .....						
Massachusetts.....	1,122	50.9	17.9	9,126	63.4	11.1
Nevada.....	264	75.4	1.9	2,955	75.9	.7
New Hampshire.....	585	62.6	2.6	3,151	72.0	1.8
New York.....	6,107	25.7	11.2	61,460	24.4	6.9
Ohio.....	856	34.7	14.7	13,997	55.2	6.7
Oklahoma.....	394	12.6	13.6	3,898	37.0	7.7
Oregon.....	560	67.7	9.1	9,672	71.1	4.0
Rhode Island.....	808	67.9	2.5	4,557	83.6	1.4
Tennessee.....	1,164	16.8	14.7	16,858	20.2	9.7
Utah.....	169	45.6	5.9	2,500	60.2	2.5
Vermont.....	126	71.4	4.8	925	84.5	6.8
Washington.....	1,102	16.8	13.1	45,309	19.1	4.6
Wisconsin.....	4198	21.2	40.4	1,504	51.3	17.8
Flexible week <sup>5</sup> .....	35,673	43.0	21.3	294,810	51.5	13.3
Alabama.....	311	69.8	8.0	4,101	77.1	5.4
Alaska.....	297	43.4	2.0	2,067	47.5	(*)
Arizona.....	341	71.6	9.1	2,581	78.7	3.9
California.....	6,334	45.5	24.3	100,536	57.1	16.2
Colorado.....	387	53.7	4.7	1,836	62.6	6.9
Delaware.....	134	70.1	7.5	1,626	91.3	1.5
Florida.....	1,053	73.4	5.0	8,151	73.3	3.0
Georgia.....	390	71.3	6.2	4,435	78.2	3.6
Hawaii.....	82	11.5	3.8	753	19.9	1.1
Idaho.....	86	48.8	11.6	1,456	65.2	7.3
Illinois.....	5,703	7.7	23.4	40,161	10.1	18.6
Iowa.....	117	46.2	14.5	1,275	71.8	7.9
Kentucky.....	419	2	31.0	4,740	.5	14.4
Louisiana.....	230	72.2	8.7	3,202	80.0	4.6
Maryland.....	9,135	61.7	21.5	1,516	60.4	23.7
Michigan.....	1,137	39.1	34.5	14,540	50.7	21.0
Minnesota.....	205	30.7	16.1	2,365	64.6	7.3
Mississippi.....	234	47.4	13.2	2,389	63.8	7.8
Missouri.....	1,045	12.3	43.3	22,813	39.5	12.2
Montana.....	97	90.7	3.1	1,172	92.7	.7
Nebraska.....	204	41.2	30.9	2,293	64.4	13.4
New Jersey.....	1,757	38.2	23.3	24,117	58.9	13.6
New Mexico.....	133	38.3	19.5	1,401	54.3	9.6
North Carolina.....	444	41.9	15.1	6,005	62.0	6.4
North Dakota.....	19	47.4	31.6	386	68.1	14.2
Pennsylvania.....	1,914	82.1	12.3	21,039	82.6	6.8
South Carolina.....	171	82.0	13.5	1,494	68.7	6.5
South Dakota.....	29	58.6	10.3	250	81.2	8.0
Texas.....	968	51.2	13.0	4,414	62.5	6.5
Virginia.....	913	49.2	8.1	8,198	75.6	4.1
West Virginia.....	352	27.0	21.0	5,037	76.3	11.8
Wyoming.....	162	56.2	8.0	1,363	60.0	4.5

<sup>1</sup> Represents number of weeks elapsed between the end of the benefit period and the date of payment. Includes all interstate benefit payments regardless of the frequency of claims-taking within the State.

<sup>2</sup> Excludes Maine; data not yet received.

<sup>3</sup> A calendar week is a period of 7 consecutive days, uniform for all claimants, usually ending on Saturday.

<sup>4</sup> Since Wisconsin State law does not provide for a benefit year, figure represents number of first payments in connection with each spell of unemployment.

<sup>5</sup> A flexible week is a period of 7 consecutive days, beginning on the date a claim is filed.

<sup>6</sup> Less than 0.05 percent.

Table 12.—Number of lower and higher appeals authority decisions and percent of cases disposed of within 30 and 90 days, by State, January-March 1947

[Data reported by State agencies; corrected to July 8, 1947]

Region and State	Lower appeals authority <sup>1</sup>			Higher appeals authority <sup>1</sup>		
	Number of decisions	Percent of cases disposed of within—		Number of decisions	Percent of cases disposed of within—	
		30 days	90 days		30 days	90 days
Total <sup>2</sup> .....	39,674	6.3	39.7	5,711	8.7	57.2
Region I:						
Connecticut.....	916	10.5	62.8			
Maine.....	137	39.5	80.9	19	63.2	100.0
Massachusetts.....	1,894	1	12.2			
New Hampshire.....	66	12.1	93.9			
Rhode Island.....	173	97.7	100.0	19	47.4	73.7
Vermont.....	20	0	65.0	0		
Region II-III:						
Delaware.....	77	1.3	75.3	9	11.1	100.0
New Jersey.....	5,716	.5	17.9	910	3.2	57.8
New York.....	4,632	0	11.6	437	.5	77.1
Pennsylvania.....	2,626	6.6	47.7	772	0	63.9
Region IV:						
District of Columbia.....	14	55.7	100.0	0		
Maryland.....	2,021	44.4	85.7	215	10.7	88.8
North Carolina.....	531	9.4	61.8	66	69.7	93.3
Virginia.....	35	22.9	85.7	10	90.0	100.0
West Virginia.....	974	10.6	73.4	281	2.1	81.1
Region V:						
Kentucky.....	373	0	13.7	18	38.9	100.0
Michigan.....	3,428	0	2.1	583	.2	60.4
Ohio.....	3,048	.1	35.8	371	0	10.2
Region VI:						
Illinois.....	1,387	.1	79.2	415	46.7	96.1
Indiana.....	359	4.2	74.1	10	0	80.0
Wisconsin.....	121	0	71.1	54	68.5	68.5
Region VII:						
Alabama.....	543	1.8	52.4	75	0	34.7
Florida.....	111	0	63.1	16	12.5	56.3
Georgia.....	364	24.2	83.8	51	27.5	96.1
Mississippi.....	50	44.0	74.0	5	0	0
South Carolina.....	280	56.4	94.6	25	92.0	100.0
Tennessee.....	1,200	5.3	66.3	132	9.8	39.4
Region VIII:						
Iowa.....	506	8.3	72.7	61	0	91.8
Minnesota.....	198	1.5	73.2	27	7.4	77.8
Nebraska.....	197	5.6	87.3			
North Dakota.....	22	13.6	90.9	1	100.0	100.0
South Dakota.....	29	3.4	37.9			
Region IX:						
Arkansas.....	426	0	29.3	104	0	21.2
Kansas.....	1,607	.7	28.1	64	26.6	96.9
Missouri.....	966	.2	84.6	8	0	0
Oklahoma.....	326	1.2	31.9	39	0	28.2
Region X:						
Louisiana <sup>3</sup> .....	(*)	(*)	(*)	(*)	(*)	(*)
New Mexico.....	7	14.3	100.0	0		
Texas.....	1,126	21.9	97.1	36	0	61.1
Region XI:						
Colorado.....	113	46.0	86.7	2	0	50.0
Idaho.....	26	15.4	42.3	0		
Montana.....	8	25.0	87.5	0		
Utah.....	27	44.4	96.3	0		
Wyoming.....	3	33.3	100.0	0		
Region XII:						
Arizona.....	28	25.0	92.9	1	100.0	100.0
California.....	2,544	.2	21.6	746	0	5.9
Nevada.....	18	27.8	74.4	4	50.0	100.0
Oregon.....	222	47.3	99.1	7	42.9	85.7
Washington.....	455	0	80.5	121	35.5	95.0
Regions XIII and XIV:						
Alaska.....	0			0		
Hawaii.....	4	25.0	25.0			

<sup>1</sup> Connecticut, Hawaii, Massachusetts, Nebraska, and New Hampshire have only 1 appeals authority. During this quarter South Dakota had only 1 appeals authority.

<sup>2</sup> Excludes Louisiana; data not available.

<sup>3</sup> Data not available.

in St. Paul was a factor in Minnesota; while in North Dakota the partial completion of seasonal activities contributed to the initial claims load.

**Region IX.**—Despite a significant decline in the unemployment ratio for October in each State, all the ratios but that for Kansas (1.6 percent) were equal to or above the national average. Initial claims dropped only in Missouri, while continued claims declined in all States.

**Region X.**—For the region as a whole, continued claims for October were 14 percent below the September levels, while initial claims rose 4 percent. Factors underlying the October decline in continued claims in Texas were the high level of employment in construction, retail and wholesale trade, and agricultural industries; the harvest season that was still in full swing in some areas of the State; and the employment of many claimants by the food-processing industry, which

began operations during the month.

**Region XI.**—No State in the region had an unemployment ratio of as much as 1 percent, except Utah, in which the ratio was 1.6 percent. Wyoming was the only State reporting a decline in initial claims, while continued claims increased only in Montana. Colorado's large drop in compensable claims was the result of seasonal factors, while the increase in initial claims was an indication of the diminishing effect of these factors toward the end of the month. The greatest increase in new claims occurred during the last 5 days. The marked increase in initial claims in Idaho was due to the halting of lumbering and farming operations on account of the rainy weather.

Montana reported a rise in both initial and continued claims as some industries curtailed their operations and others—some small mines, for example—were closed. Along with a

general decline in job opportunities for women the tourist season came to a close and brought claims from the workers affected. Utah's 3,400 initial claims were nearly three times the number received in September. This increase was attributed to a strike of railroad trainmen that precipitated considerable unemployment in adjacent mines, mills, and smelters.

**Region XII.**—Except for declines in continued claims in Arizona and California, both initial and continued claims in all five States were above the September levels. The unemployment ratios for October in each State remained relatively high; all were equal to or above the national average. California's ratio of 4.0 percent was the third highest in the Nation. The rise of 9,300 in initial claims in that State followed the pattern of previous years, as seasonal employment in agriculture and food-processing began to decline. Continued claims, declining continuously since April, dropped 49,000 to a new 1947 monthly low of 449,600. Both Oregon and Washington reported substantial increases in claims, particularly initial claims. The seasonal declines in food-harvesting and processing, as well as rainy weather that hampered logging and construction, were the principal factors in the increased claims load.

Table 13.—Time elapsed in the issuance of intrastate benefit payments for total unemployment based on claims taken at biweekly intervals, 26 States, April–June 1947<sup>1</sup>

[Data reported by State agencies; corrected to Aug. 25, 1947]

State	First payments			Second and subsequent payments		
	Number	Percent of payments issued—		Number	Percent of payments issued—	
		Within 2 weeks	In 6 weeks or more		Within 2 weeks	In 6 weeks or more
Total.....	369,231	60.7	6.3	3,841,295	78.2	3.3
Calendar week <sup>2</sup> .....						
Arkansas.....	49,663	54.5	5.6	601,895	50.1	2.8
Arizona.....	8,149	70.8	3.2	48,045	62.0	1.7
Kansas.....	461	63.3	10.4	5,630	62.5	6.9
New Hampshire.....	63	7.9	6.3	298	32.6	1.1
Ohio.....	19,722	62.5	5.1	249,849	69.0	2.4
Oklahoma.....	6,373	62.3	4.0	80,182	65.9	2.0
Tennessee.....	17,544	37.8	7.8	206,386	43.2	3.8
Vermont.....	52	55.8	3.8	350	78.6	3.7
Washington.....	499	80.9	10.0	11,095	66.4	.9
Flexible week <sup>3</sup> .....						
Alabama.....	319,368	61.7	6.4	3,239,490	81.7	3.4
Alaska.....	6	83.3	16.7	92	94.6	2.2
Arizona.....	78	85.9	1.3	621	95.0	.5
California.....	98,270	82.6	8.1	1,302,567	94.7	2.2
Georgia.....	4,825	76.6	1.5	45,602	93.2	.8
Idaho.....	717	83.1	14.5	7,984	79.9	5.7
Illinois.....	98,613	81.7	6.2	543,169	65.8	4.2
Louisiana.....	9,005	79.3	5.7	107,406	82.6	2.8
Maryland.....	3,042	99.1	0	1,927	94.3	1.8
Minnesota.....	7,002	60.0	8.6	85,955	81.3	1.8
Missouri.....	22,606	57.7	11.4	258,668	80.3	2.0
Nebraska.....	796	69.7	15.5	10,258	86.9	4.3
New Jersey.....	60,771	41.0	6.8	721,909	68.5	5.8
New Mexico.....	19	68.4	21.1	253	50.2	4.2
North Carolina.....	73	68.5	8.2	748	63.2	6.0
South Carolina.....	4,689	60.7	5.9	44,235	82.8	2.3
Virginia.....	3,314	72.5	.8	14,112	88.9	.6
West Virginia.....	8,160	59.3	13.4	93,219	90.6	3.6
Wyoming.....	80	65.0	2.5	755	79.9	1.5

<sup>1</sup> Represents number of weeks elapsed between the end of the benefit period and the date of payment. Includes intrastate benefit payments only from States which have a 1-week benefit period and which take all or a part of their claims on a biweekly basis.

<sup>2</sup> A calendar week is a period of 7 consecutive days, uniform for all claimants, usually ending on Saturday.

<sup>3</sup> A flexible week is a period of 7 consecutive days, beginning on the date a claim is filed.

### Veterans' Unemployment Allowances

Unemployment among male veterans of World War II was 18 percent less in October than in September, according to the Bureau of the Census. Continued claims for veterans' unemployment allowances dropped more than 25 percent from the September figure. The number of weeks of unemployment compensated and the total amount expended for veterans' allowances also fell about one-fourth.

Initial claims for the country as a whole decreased for the fourth successive month, though the rate of decrease slowed down; the number reported—288,684—represented an 8-percent drop. Twenty-three States reported declines of more than 10 percent. In 4 of the 24 States reporting a rise in initial claims, on the other hand, the increase amounted to more than 40 percent. The 60-percent rise

in Oregon may be accounted for in part by the wet weather that hindered construction and lumbering.

## Time Lapse in Benefit Payments, April-June 1947

The proportions of all types of the payments issued within 2 weeks were larger in April-June than in the preceding quarter except for intrastate second and subsequent payments, which remained at the same rate—86 percent—as in January-March. Intrastate payments based on claims taken biweekly showed a greater improvement in payments issued within 2 weeks than did those based on claims taken weekly, as illustrated by the proportions of payments issued within 2 weeks, shown in the accompanying tabulation.

Quarter	Weekly		Biweekly	
	First payments (percent)	Second and subsequent payments (percent)	First payments (percent)	Second and subsequent payments (percent)
July-September 1946	70.4	88.7	48.4	64.4
October-December 1946	77.8	90.9	47.8	60.5
January-March 1947	75.7	92.1	50.8	69.4
April-June 1947	83.1	91.4	60.7	78.2

The increases in the biweekly claim-taking were due for the most part to the fact that California, one of the 26 States operating on this schedule, issued 83 percent of its first payments and 95 percent of its second and subsequent payments within 2 weeks. If the figures for California are excluded, the proportions for the other States would be 53 percent for first payments and 70 percent for second and subsequent payments.

Interstate payments improved somewhat during the quarter, although not as much as intrastate payments. Ten States reported increases of 10 or more percentage points in second and subsequent payments issued within 2 weeks, and about half the States showed some improvement in the issuance of first payments. In 1940, however, when the number of payments was about the same as in 1947, the payments were issued much more promptly than in April-June 1947.

## Time Lapse in Appeals Decisions, January-March 1947

The time lapse between the date of appeal and the date of decision has increased steadily for the past 2 years for cases submitted to both lower and higher authorities. The number of appeals has also increased during the same period.

Period	Lower authority			Higher authority		
	Number of decisions	Percent of cases disposed of within—		Number of decisions	Percent of cases disposed of within—	
		30 days	90 days		30 days	90 days
January-June 1945	19,100	33	89	2,800	22	79
July-December 1945	38,300	26	89	3,800	19	85
January-June 1946	72,300	14	65	7,000	13	80
July-December 1946	83,100	9	47	8,200	12	64
January-March 1947	39,700	6	40	5,700	9	57

Sixty percent of all the decisions of the lower appeals authorities were located in seven States—California, Maryland, Michigan, New Jersey, New York, Ohio, and Pennsylvania. Of these, only Maryland and Pennsylvania disposed of as many as 1 percent of their cases in 30 days. More than three-fourths of the cases in six States—California, Kentucky, Massachusetts, Michigan, New Jersey, and New York—were awaiting disposition 90 days after the appeals were filed.

## Nonfarm Placements

Nonfarm placements dropped to 527,959 in October—the first decline since February. Of the 35 States that shared in the decline, 20 reported a reduction of less than 10 percent; 5, of 10–15 percent; 10, of more than 15 percent. Increases in 14 States ranged from 24.5 percent in Florida to 0.6 percent in South Dakota.

October placements of women declined 4.2 percent from the number in September, halting the rise that began in May. Twenty-nine States reported fewer placements. The largest decline—38.7 percent—occurred

in North Carolina, where many women workers in tobacco-processing plants were laid off during the month. Only half of the 20 States that reported more placements of women in October had increases of more than 10 percent.

Veterans' placements remained close to the September level. More placements were made in 21 States, with increases amounting to more than 10 percent in each of 8 States. Declines reported in 28 States were sufficient to offset these increases.

Table 14.—Nonfarm placements by State, October 1947

U. S. Employment Service Region and State	Total	Women	Veterans <sup>1</sup>
<b>Total</b>	<b>527,959</b>	<b>173,606</b>	<b>170,304</b>
<b>Region I:</b>			
Connecticut	8,459	3,538	2,491
Maine	4,642	1,099	1,578
Massachusetts	11,510	4,668	3,993
New Hampshire	1,816	528	598
Rhode Island	2,911	1,682	664
Vermont	1,060	283	465
<b>Region II:</b>			
New York	69,343	38,774	14,042
<b>Region III:</b>			
Delaware	1,537	754	416
New Jersey	12,204	6,201	3,083
Pennsylvania	23,213	9,105	8,512
<b>Region IV:</b>			
District of Columbia	3,799	1,485	1,104
Maryland	5,220	1,749	1,737
North Carolina	11,101	3,411	3,714
Virginia	7,732	2,837	2,389
West Virginia	3,805	1,146	1,453
<b>Region V:</b>			
Kentucky	3,660	1,142	1,430
Michigan	12,763	2,451	5,273
Ohio	31,661	8,673	9,934
<b>Region VI:</b>			
Illinois	16,601	5,125	5,723
Indiana	10,772	3,610	3,447
Wisconsin	9,793	3,101	3,808
<b>Region VII:</b>			
Alabama	15,475	4,450	4,529
Florida	15,429	5,306	5,359
Georgia	8,411	2,801	2,617
Mississippi	8,843	2,050	3,059
South Carolina	8,009	2,010	2,925
Tennessee	13,283	4,057	4,901
<b>Region VIII:</b>			
Iowa	7,863	1,978	3,265
Minnesota	12,080	2,422	4,852
Nebraska	4,180	751	1,715
North Dakota	1,657	330	612
South Dakota	1,639	295	632
<b>Region IX:</b>			
Arkansas	9,242	2,787	3,437
Kansas	8,047	1,846	3,193
Missouri	9,662	2,851	3,652
Oklahoma	10,643	2,433	4,632
<b>Region X:</b>			
Louisiana	7,289	1,985	2,930
New Mexico	3,959	654	1,813
Texas	42,613	12,022	15,874
<b>Region XI:</b>			
Colorado	7,292	1,073	3,126
Idaho	3,473	561	1,647
Montana	2,509	365	1,170
Utah	3,126	713	1,212
Wyoming	1,057	166	501
<b>Region XII:</b>			
Arizona	4,101	945	1,673
California	44,989	13,515	16,227
Nevada	2,002	518	752
Oregon	8,228	1,550	3,353
Washington	9,236	1,780	3,782

<sup>1</sup> Represents placements of veterans of all wars.  
Source: Department of Labor, U. S. Employment Service.



## Old-Age and Survivors Insurance

### Monthly Benefits in Current-Payment Status, October 1947

At the end of October, more than 1.9 million persons were receiving benefits at a monthly rate of \$37.2 million (table 1).

More benefits were in current-payment status than at the end of September for all types except widow's current benefits, which declined by

about 400. This drop was probably caused by the suspension of benefits of a number of widows who hold temporary jobs during the pre-Christmas season, which begins in October. Similar seasonal declines occurred in 1946, when the number of widow's current benefits decreased in each of the 3 months, October, November, and December.

Awards of monthly benefits in October totaled 57,000, almost 3,000 more than the previous peak. New records were established for primary and wife's benefits, while more child's and widow's current benefits were awarded than in any month since May, and more widow's benefits than in any month since April.

During October, \$40.3 million was certified for monthly benefit payments and \$2.7 million for lump-sum death payments.

Table 1.—Monthly benefits in current-payment status <sup>1</sup> at the end of the month, by type of benefit and month, October 1946–October 1947, and monthly benefit actions, by type of benefit, October 1947

[Amounts in thousands; data corrected to Nov. 10, 1947]

Item	Total		Primary		Wife's		Child's		Widow's		Widow's current		Parent's	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
<b>Monthly benefits in current-payment status at end of month:</b>														
<b>1946</b>														
October.....	1,606,412	\$30,374.1	685,626	\$16,825.8	210,622	\$2,733.3	451,489	\$5,661.8	121,951	\$2,464.0	129,520	\$2,594.6	7,204	\$94.5
November.....	1,626,693	30,777.8	695,132	17,063.3	213,725	2,775.0	457,120	5,741.6	124,451	2,515.0	128,965	2,587.0	7,300	95.8
December.....	1,642,299	31,080.8	701,705	17,229.6	215,984	2,804.9	461,756	5,804.0	127,046	2,568.3	128,410	2,576.8	7,398	97.3
<b>1947</b>														
January.....	1,672,301	31,694.8	717,570	17,625.3	220,757	2,868.3	467,532	5,882.2	130,017	2,629.1	128,959	2,591.6	7,466	98.3
February.....	1,708,848	32,467.2	737,315	18,134.1	227,003	2,953.4	473,908	5,971.4	133,043	2,692.5	129,908	2,614.5	7,671	101.2
March.....	1,738,841	33,099.1	753,091	18,540.2	231,587	3,015.5	479,946	6,057.4	135,684	2,746.6	130,698	2,634.6	7,915	104.7
April.....	1,771,600	33,769.7	767,780	18,922.3	236,341	3,080.2	487,755	6,165.8	139,357	2,823.6	132,079	2,667.9	8,288	110.0
May.....	1,805,219	34,480.2	784,083	19,353.9	241,224	3,148.4	494,959	6,266.7	142,857	2,896.2	133,443	2,700.0	8,663	115.0
June.....	1,832,285	35,071.5	797,927	19,722.2	245,364	3,206.0	499,246	6,328.0	146,124	2,965.6	134,673	2,730.4	8,961	119.2
July.....	1,855,330	35,598.5	811,586	20,087.6	249,540	3,265.1	500,495	6,345.0	149,173	3,030.6	135,350	2,747.7	9,186	122.6
August.....	1,876,967	36,094.9	824,265	20,428.5	253,214	3,318.3	502,706	6,378.5	151,770	3,085.8	135,636	2,758.6	9,376	125.2
September.....	1,903,351	36,655.7	836,861	20,765.9	257,344	3,377.3	509,005	6,469.3	154,855	3,150.9	135,715	2,764.4	9,561	127.9
October.....	1,930,719	37,245.9	849,841	21,120.9	261,628	3,437.6	515,933	6,571.9	158,410	3,226.3	136,272	2,768.7	9,740	130.5
<b>Monthly benefit actions, October 1947:</b>														
In force <sup>2</sup> beginning of month.....	2,162,068	42,200.9	977,768	24,415.9	292,692	3,852.5	542,609	6,897.4	157,480	3,202.2	181,847	3,703.6	9,672	129.3
Benefits awarded in month.....	57,058	1,217.2	27,784	748.5	9,714	136.1	10,863	148.9	4,386	91.6	4,049	88.4	262	3.7
Entitlements terminated <sup>3</sup> .....	18,486	342.5	8,553	146.1	2,999	39.2	5,516	73.5	740	14.4	3,256	68.1	82	1.1
Net adjustments <sup>4</sup> .....	22	14.4	33	9.8	26	1.3	—19	2.7	—6	—12	—9	0	(9)	0
In force end of month.....	2,200,662	43,090.1	999,732	25,028.0	299,433	3,950.7	547,937	6,975.4	161,120	3,279.3	182,588	3,724.7	9,852	132.0

<sup>1</sup> Benefit in current-payment status is subject to no deduction or only to deduction of fixed amount which is less than current month's benefit.

<sup>2</sup> Represents total benefits awarded (including benefits in current, deferred, and conditional-payment status) after adjustment for subsequent changes in number and amount of benefits (see footnote 4) and terminations (see footnote 3), cumulative from January 1940.

<sup>3</sup> Benefit is terminated when a beneficiary dies or loses entitlement to a benefit for some other reason.

<sup>4</sup> Adjustments result from operation of maximum and minimum provisions and from recomputations and administrative actions.

<sup>5</sup> Less than \$50.

## Public Assistance

### The First Year Under the 1946 Amendments

September 1947 ended the first year of operation under the temporary amendments to the assistance titles of the Social Security Act which were passed in August 1946 for a period of 15 months beginning on October 1, 1946, and, in August 1947, extended through June 1950. In enacting the temporary legislation, which raised

the maximums governing Federal participation in individual payments and increased the Federal share of expenditures within the maximums, Congress expressed the hope that the additional Federal funds thus made available would be used to raise payments. Under the amendments, Federal funds can contribute an additional \$5 per recipient of old-age assistance and aid to the blind, and \$3-4 additional per dependent child, pro-

vided that the State continue to spend as much per recipient from State and local funds as before.

Changes in payments occurring in the States from September 1946 to January 1947 have been discussed in earlier publications.<sup>1</sup> Even during the 4 months ended in January 1947, very substantial changes occurred in many

<sup>1</sup> Assistance Payments Under State-Federal Programs, September 1946-January 1947, Bureau of Public Assistance, July 1947, and "Changes in Public Assistance, September 1946-January 1947," *Social Security Bulletin*, August 1947, pp. 32-38.

States. Some States, however, had not as yet taken the necessary legislative or administrative steps to increase payments. Revision of cost figures for such requirements as food and clothing, liberalization of maximums on payments, and changes in the method of determining State and local shares of assistance costs were sometimes necessary. A few States that increased payments early were forced later, by restrictions in laws or appropriations, to reduce amounts of assistance. In such States, therefore, the annual increase in average payments was less than the 4-month increase.

During the year ending September 1947, as throughout the period since VJ-day, State expenditures for public assistance have been subject to the double pressures of rising requests for assistance and mounting prices.

From September 1946 to September 1947, the largest increase in recipients was in aid to dependent children. The total number of children aided increased 25 percent. The number of recipients of old-age assistance rose 8 percent, and the number of recipients of aid to the blind in the States getting Federal funds rose 7 percent.

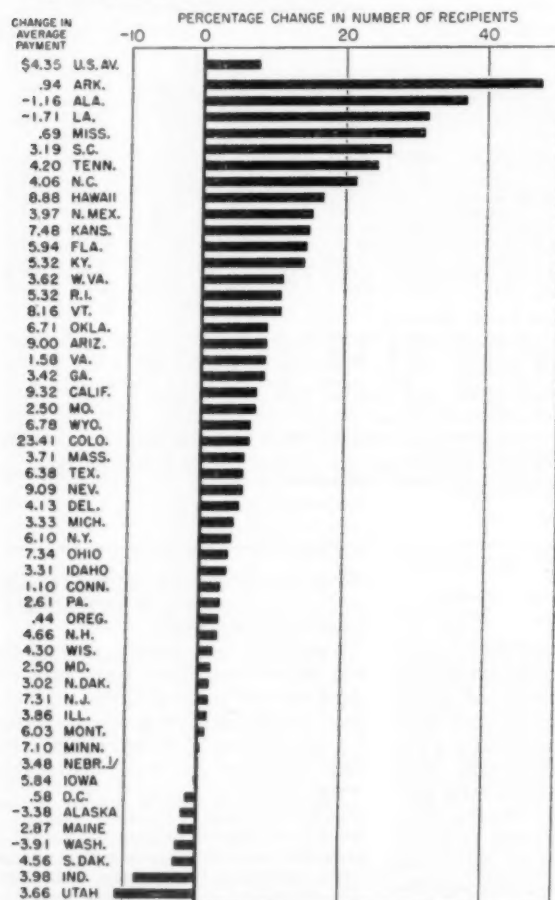
To interpret the larger proportionate increase in the number of de-

pendent children aided, it is necessary to look back to the war years. The program of aid to dependent children declined more than one-third, whereas old-age assistance and aid to the blind went down about one-tenth.

In more than half the States the number of children assisted was at least one-fifth higher in September 1947 than a year earlier. In nearly one-third of the States, the number of aged and blind persons on the rolls was at least one-tenth larger than in September 1946.

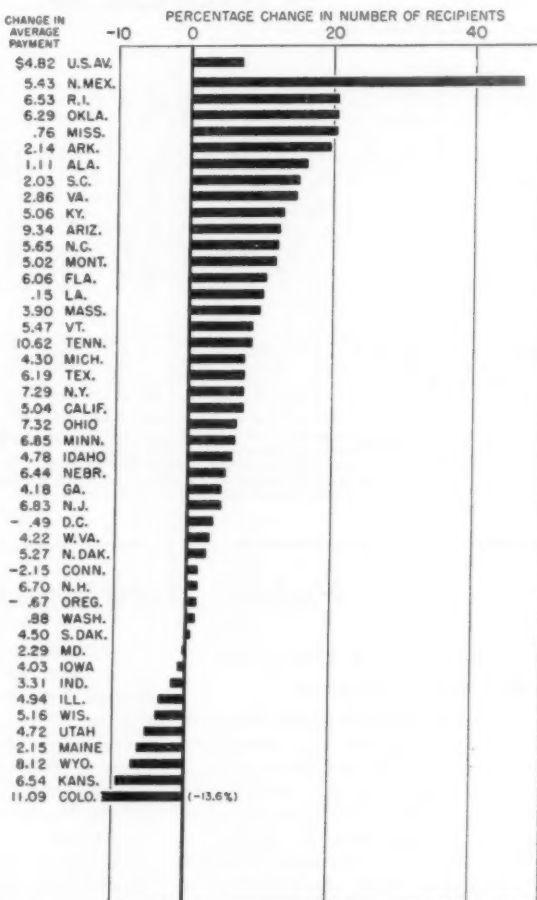
Southern States are prominent at the top of the array of annual per-

Chart 1.—Old-age assistance: Change in average payment per recipient and percentage change in number of recipients under plans approved by the Social Security Administration, September 1946–September 1947



<sup>1</sup> Increase of less than 0.05 percent.

Chart 2.—Aid to the blind: Change in average payment per recipient and percentage change in number of recipients under plans approved by the Social Security Administration, September 1946–September 1947<sup>1</sup>



<sup>1</sup> No bars for Delaware and Hawaii; base too small for computation.

centage increases in recipients in each program (charts 1-3). Several factors account for the relatively large increases in recipients in these States: increase in extent of need in the population, additional Federal funds, and revision of certain administrative procedures. With stronger financing, some of these States have come nearer than before to meeting need. Earlier practices of postponing payments to eligible applicants until additional funds became available or cases already on the rolls were closed, are less common. Toward the end of the first year under the amendments, on the other hand, restrictions on eligibility were imposed in several of these States, as well as in some with relatively large economic resources.

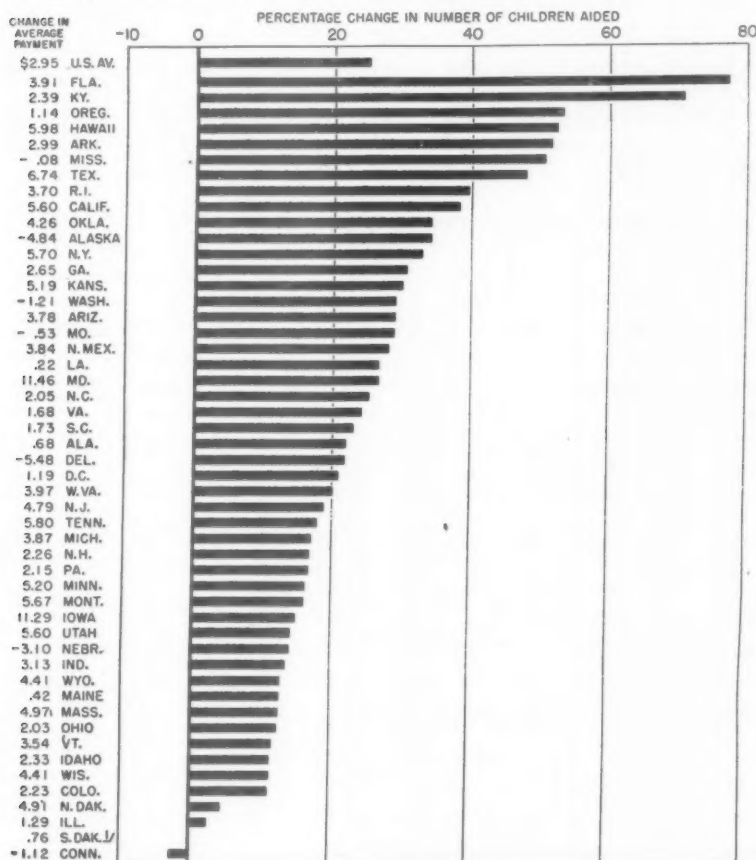
Hence, not all persons in need are even now able to get assistance.

Because, under the amendments, the number of recipients as well as the amount of payments is a factor in determining the Federal share of expenditures for assistance, about a dozen States, mostly in the South, revised their payment and recording practices in old-age assistance. Formerly, husbands and wives, both eligible for assistance, often were given joint payments. Increasingly, since enactment of the amendments, States have made separate rather than joint payments. In the States affected, the splitting of joint payments has resulted in an overstatement of the actual increase in the number of recipients.

Because of the increases that have occurred in the number of persons aided, some States have not been able to spend as much per recipient from their own funds as before the amendments and thus have been unable to raise payments as much as had been anticipated. A few States decided that the additional Federal funds must be used instead to aid needy persons not already on the rolls.

Nevertheless, in 24 States the increase in the average payment per dependent child exceeded the \$3-4 maximum increase from Federal funds. In 24 States, also, the increase in average payments to recipients of aid to the blind exceeded \$5. The averages reported for payments of old-age assistance rose more than \$5 in 19 States.

Chart 3.—Aid to dependent children: Change in average payment per child and percentage change in number of children aided under plans approved by the Social Security Administration, September 1946–September 1947



Increase of less than 0.05 percent.

If it had not been for the shift from joint to separate payments in some States, the number of States reporting increases of \$5 or more in old-age assistance would have been about the same as the number that gave recipients, through larger payments, the full benefit of the increased Federal funds in the other two programs. In at least 8 additional States—Arkansas, Kansas, Mississippi, New Mexico, North Carolina, South Carolina, Tennessee, and West Virginia—the actual increases in average payments were larger than is indicated in chart 1. Furthermore, in Alabama and Louisiana, for which a decrease in the average payment is shown, adjustment for joint payments would have resulted in some increase.

Some States that have relatively small tax resources and unusually large increases in the number of recipients increased average payments even more than the maximum increase per recipient from Federal funds. To do this, they spent more from their own funds than formerly.

In Colorado the increase of \$23 in the average payment of old-age assistance resulted from a change in payment practices. Heretofore, the law required that any unexpended balance of revenues earmarked for old-age assistance should be distributed among recipients at the end of the year. The 1947 session of the State legislature removed the \$45 maximum and substituted a \$45 minimum for assistance and other in-

Table 1.—Public assistance in the United States, by month, October 1946–October 1947<sup>1</sup>

Year and month	Total	Old-age assistance	Aid to dependent children		Aid to the blind	General assistance	Total	Old-age assistance	Aid to dependent children		Aid to the blind	General assistance
			Families	Children					Families	Children		
Number of recipients							Percentage change from previous month					
1946												
October.....		2,155,890	329,691	844,589	75,705	290,000	-----	+1.0	+2.0	+1.8	+0.6	+2.8
November.....		2,174,616	337,197	862,356	76,165	298,000	-----	+0.9	+2.3	+2.1	+0.6	+2.8
December.....		2,195,806	346,235	885,227	76,680	315,000	-----	+1.0	+2.7	+2.7	+0.7	+5.5
1947												
January.....		2,212,945	354,378	905,855	76,986	336,000	-----	+0.8	+2.4	+2.3	+0.4	+6.6
February.....		2,227,868	363,649	929,705	77,272	344,000	-----	+0.7	+2.6	+2.6	+0.4	+2.7
March.....		2,243,392	374,387	957,134	77,077	344,000	-----	+0.7	+3.0	+3.0	+0.5	+1.0
April.....		2,255,525	384,053	979,620	77,954	339,000	-----	+0.5	+2.6	+2.3	+0.5	+1.6
May.....		2,259,677	391,312	996,959	78,648	338,000	-----	+0.2	+1.9	+1.8	+0.9	+0.3
June.....		2,271,007	396,148	1,009,475	79,033	335,000	-----	+0.5	+1.2	+1.3	+0.5	+0.7
July.....		2,278,507	399,688	1,017,730	79,341	334,000	-----	+0.4	+0.9	+0.8	+0.4	+0.4
August.....		2,289,262	404,014	1,027,974	79,718	333,000	-----	+0.4	+1.1	+1.0	+0.5	+0.3
September.....		2,297,995	407,610	1,037,210	80,045	332,000	-----	+0.4	+0.9	+0.9	+0.4	+0.5
October.....		2,314,787	412,448	1,047,863	80,484	335,000	-----	+0.7	+1.2	+1.0	+0.5	+1.1
Amount of assistance							Percentage change from previous month					
1946												
October.....	\$107,498,562	\$74,219,288	\$19,731,068	\$2,714,606	\$10,833,000		+8.6	+8.1	+10.1	+4.2	+10.6	
November.....	110,385,737	76,080,232	20,411,575	2,762,910	11,131,000		+2.7	+2.5	+3.4	+1.8	+2.7	
December.....	114,314,109	77,531,118	21,545,133	2,811,858	12,426,000		+3.6	+1.9	+5.6	+1.8	+11.6	
1947												
January.....	116,678,504	78,314,543	22,085,013	2,829,948	13,449,000		+2.1	+1.0	+2.5	+0.6	+8.2	
February.....	118,228,265	78,962,347	22,786,969	2,851,949	13,627,000		+1.3	+0.8	+3.2	+0.8	+1.3	
March.....	121,027,434	80,732,176	23,712,901	2,920,357	13,662,000		+2.4	+2.2	+4.1	+2.4	+0.3	
April.....	121,863,758	81,165,674	24,118,180	2,943,904	13,656,000		+0.7	+1.7	+1.7	+0.8	(*)	
May.....	122,025,637	81,159,125	24,295,503	2,971,009	13,600,000		+0.1	(*)	+0.5	+0.9	-0.4	
June.....	122,413,622	81,842,124	24,434,095	2,967,403	13,140,000		+0.3	+0.8	+0.6	+0.9	-2.4	
July.....	123,422,407	82,050,753	24,865,393	3,034,261	13,472,000		+0.8	+0.3	+1.8	+1.2	+2.5	
August.....	124,973,805	83,317,307	25,221,353	3,055,145	13,380,000		+1.3	+1.6	+1.4	+0.7	+0.7	
September.....	125,906,660	83,877,538	25,472,965	3,075,157	13,481,000		+0.7	+0.7	+1.0	+0.7	+0.8	
October.....	128,418,513	85,201,373	25,961,309	3,167,831	14,068,000		+2.0	+1.6	+1.9	+3.0	+4.5	

<sup>1</sup> Data subject to revision. Excludes program administered without Federal participation in States administering such programs concurrently with programs under the Social Security Act.

(\*) Decrease of less than 0.05 percent.

Table 2.—Old-age assistance: Recipients and payments to recipients, by State, October 1947<sup>1</sup>

State	Number of recipients	Payments to recipients		Percentage change from—				State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	September 1947 in—		October 1946 in—				Total amount	Average	September 1947 in—		October 1946 in—	
				Number	Amount	Number	Amount					Number	Amount	Number	Amount
Total..	2,314,787	\$85,201,373	\$36.81	+0.7	+1.6	+7.4	+14.8	Mo.....	115,208	\$3,698,838	\$32.11	+0.3	+0.6	+7.1	+1.2
Ala.....	60,121	1,117,337	18.58	+10.9	+19.6	+43.9	+40.8	Mont.....	10,728	417,948	38.96	+0.2	+0.6	+1.2	+8.9
Alaska.....	1,350	68,341	43.22	+2	+15.4	-1.5	+7	Nebr.....	24,351	915,783	37.61	-0.7	-0.4	-1.1	+2.4
Ariz.....	10,687	511,042	47.82	-4	-4	+7.5	+3.9	Nev.....	2,074	99,885	48.16	+0.8	+1.0	+6.9	+22.2
Ark.....	43,429	790,368	18.20	+1.7	+1.8	+50.1	+57.7	N. H.....	6,817	261,936	38.42	+0.4	+1.2	+3.0	+16.9
Calif.....	178,071	10,173,516	57.13	+9	+1.1	+8.3	+19.1	N. J.....	23,329	973,367	41.72	+0.4	+1.3	+1.7	+10.0
Colo.....	43,627	2,829,741	64.86	+7	+6	+6.8	+6.9	N. Mex.....	8,277	292,626	35.35	+2.0	+2.4	+15.8	+27.8
Conn.....	15,142	712,498	47.05	+3	+8.1	+2.2	+13.5	N. Y.....	109,364	5,342,491	48.85	+0.4	+3.6	+4.1	+19.6
Del.....	1,260	30,170	23.94	+3	+1.0	+7.0	+29.1	N. C.....	41,213	746,139	18.10	+1.2	+1.0	+19.6	+50.1
D. C.....	2,247	87,835	39.09	+1.5	+2.0	-7	(*)	N. Dak.....	8,890	343,350	38.62	-1	-1.0	+1.0	+4.9
Fla.....	55,144	2,049,037	37.16	+1.0	+1.4	+14.8	+19.9	Ohio.....	122,660	4,930,680	40.20	+2	+0.8	+3.9	+22.6
Ga.....	77,160	1,307,725	16.95	+1	(*)	+6.8	+28.4	Okla.....	96,867	4,111,722	42.45	+2	+2	+8.8	+9.6
Hawaii.....	1,827	62,315	34.11	+3.0	+7	+19.5	+54.7	Oreg.....	21,905	933,014	42.69	-1	+4.8	+2.0	+1.5
Idaho.....	10,476	435,966	41.62	-1	(*)	+3.0	+3.6	Pa.....	90,220	3,060,519	33.92	+1	(*)	+2.0	+1.7
Ill.....	126,386	5,024,568	39.76	(*)	(*)	+1.0	+7.7	R. I.....	8,714	358,740	41.17	+1.0	+1.4	+10.7	+26.9
Ind.....	80,731	1,574,803	31.04	+1	+8	-8.7	+5.0	S. C.....	31,518	621,290	19.71	+1.3	+1.3	+25.8	+19.6
Iowa.....	48,391	1,972,088	40.75	+2	+9	(*)	+16.9	S. Dak.....	12,253	389,975	31.83	-0.4	-1.7	-3.5	+10.4
Kans.....	34,896	1,364,381	39.10	+7	+1.1	+13.4	+37.3	Tenn.....	49,162	1,008,247	20.51	+1.3	+0.9	+24.9	+24.8
Ky.....	50,182	808,957	17.32	+1.8	+1.7	+15.5	+17.1	Tex.....	197,146	5,921,325	30.04	+0.5	+0.7	+5.9	+15.5
La.....	82,143	1,121,902	21.32	+1.4	+2.3	+20.6	+9.1	Utah.....	11,459	493,582	43.07	+0.4	+0.8	+10.8	+9.3
Maine.....	14,691	473,731	32.26	-3	-5.5	-3.1	-3	Vt.....	5,822	182,710	32.70	+0.5	+0.5	+7.5	+27.0
Md.....	11,859	372,356	31.40	+5	+1.3	+1.7	+8.0	Va.....	16,299	287,283	17.63	+9	+1.7	+0.4	+0.4
Mass.....	86,515	4,631,748	53.54	+7	+5.4	+5.7	+16.3	Wash.....	63,792	3,420,083	53.61	-3	+6.9	-2.4	+5.0
Mich.....	93,124	3,518,691	37.79	+1.1	-5	+2.8	+9.7	W. Va.....	21,679	440,925	20.34	+8	+7	+11.7	+10.4
Minn.....	54,324	2,273,649	41.85	+2	+5	+4	+21.1	Wis.....	47,307	1,726,432	36.49	+2	+6	+1.5	+9.1
Miss.....	40,151	667,232	16.62	+4.5	-8	+20.4	+24.3	Wyo.....	3,819	185,386	48.54	+3	+3	+6.7	+6.4

<sup>1</sup> For definitions of terms see the *Bulletin*, July 1945, pp. 27-28. All data subject to revision.

(\*) Increase of less than 0.05 percent.

(\*) Decrease of less than 0.05 percent.



come, instructing the State agency to use available funds to increase monthly payments. By September 1947, payments plus other income amounted to \$69 for each recipient. In a minority of States, case loads

Table 3.—General assistance: Cases and payments to cases, by State, October 1947<sup>1</sup>

State	Number of cases	Payments to cases		Percentage change from—			
		Total amount	Average	September 1947 in—		October 1946 in—	
				Number	Amount	Number	Amount
Total <sup>2</sup>	335,000	\$14,088,000	\$42.01	+1.1	+4.5	+18.5	+30.0
Ala.	5,649	87,360	15.46	+12.8	+13.4	+27.7	+26.0
Alaska	114	3,972	34.84	-9.5	-3.4	-30.5	-8.1
Ariz.	2,030	58,362	28.75	-3.5	-2.1	-9.7	-3.3
Ark.	2,652	32,269	12.17	+1.1	+1.2	-1.4	-2
Calif.	23,265	1,130,012	48.57	+1.7	+1.7	+26.1	+28.9
Colo.	3,800	130,039	39.48	-1.3	+1.4	+5.6	+19.5
Conn.	3,423	141,284	41.27	+2.3	+4.5	+17.9	+24.1
Del.	749	28,913	38.60	+7	+3.8	+49.2	+65.4
D. C.	1,073	45,670	42.56	+3.6	+2.9	+18.3	+11.1
Fla.	4,050	\$64,000					
Ga.	3,082	47,034	15.26	+9	+2.7	+13.3	+24.2
Hawaii	968	46,433	47.97	+2.9	+3.8	+28.9	+59.9
Idaho	501	14,485	28.91	+1.6	-2	-3.3	+8.7
Ill.	23,630	1,112,620	47.09	+1.5	+5.5	+16.4	+28.7
Ind.	8,938	219,161	24.52	+2.6	+4.5	-1.4	-7.1
Iowa	3,462	89,947	25.96	+1.3	+5.9	-15.2	-7.6
Kans.	4,592	190,878	41.57	-1.9	-4.5	+18.5	+39.5
Ky.	2,000	\$33,000					
La.	9,163	200,030	21.83	+2.2	+2.2	+17.0	+19.5
Maine	2,265	93,034	41.07	+9	+1.6	+16.5	+28.6
Md.	4,023	150,625	37.44	-3	+1.3	-41.2	-33.5
Mass.	15,626	664,902	42.55	+1.4	+6.5	+17.3	+28.1
Mich.	22,085	1,085,395	49.15	-4	+21.4	+22.1	+35.8
Minn.	5,751	227,963	41.38	+2.6	+11.5	+7.5	+21.0
Miss.	5,502	5,084	10.13	+6	+7.0	+25.2	+39.9
Mo.	11,250	288,388	25.63	+1.8	+2.8	+4.3	+14.4
Mont.	1,224	33,571	27.43	-1.1	-1	+8.5	+13.2
Nebr.	1,513	42,597	28.15	-9.8	+3.8	-13.4	+8
Nev.	229	5,269	23.01	-13.6	-3.3	-22.9	-5.4
N. H.	1,089	37,602	34.53	+7.6	+10.1	+8.0	+22.0
N. J.	5,960	301,435	50.58	+2.4	+6.9	+22.4	+47.1
N. Mex.	1,793	37,777	21.07	+1.5	+2.9	+20.3	+27.7
N. Y.	62,562	4,160,441	66.82	+1.4	+1.1	+61.3	+80.4
N. C.	2,954	40,794	13.81	+3.4	+3.4	+10.0	+14.0
N. Dak.	600	19,278	32.13	-3.7	+1.7	-10.8	-3.0
Ohio	19,340	822,403	42.52	+9	+3.7	+20.6	+30.0
Okl.	10,709	64,746	(9)	(10)	-5.7	(9)	+7.6
Oreg.	4,384	204,498	46.65	+14.3	+11.1	-9.7	+18.6
Pa.	30,900	1,153,819	37.34	-1.3	+6.6	+9.2	+9.2
R. I.	2,685	116,965	43.56	+2	+2	+23.2	+33.6
S. C.	4,112	51,294	12.47	-6.5	-4.9	+3.2	+10.7
S. Dak.	706	18,395	26.06	+17.1	+13.9	-3.7	+8.5
Tenn.	1,900	14,500					
Tex.	3,500	\$63,000					
Utah	1,607	78,934	49.12	-1.0	-1.8	-2	-5
Va.	600	15,300					
Vt.	3,541	69,777	19.71	-2.6	-1.9	+18.3	+35.4
W.	7,048	375,679	53.30	+6.3	+11.0	-17.9	-17.6
W. Va.	3,950	57,755	14.62	-6.3	-6.2	-11.9	-5.4
Wis.	4,426	176,027	39.77	+4.6	+12.3	+9	+2.4
Wyo.	396	17,024	42.99	-6.4	-5.3	-2.0	+3.6

<sup>1</sup> For definitions of terms see the *Bulletin*, July 1945, pp. 27-28. All data subject to revision.

<sup>2</sup> Partly estimated; does not represent sum of State figures because total excludes payments for, and an estimated number of cases receiving, medical care, hospitalization, and burial only in Indiana and New Jersey.

<sup>3</sup> State program only; excludes program administered by local officials.

<sup>4</sup> Includes an estimate of approximately 5 percent.

<sup>5</sup> Estimated.

<sup>6</sup> Excludes assistance in kind and cases receiving assistance in kind only and, for a few counties, cash payments and cases receiving cash payments. Amount of payments shown represents about 60 percent of total.

<sup>7</sup> Includes unknown number of cases receiving medical care, hospitalization, and burial only, and total payments for these services.

<sup>8</sup> Excludes a few cases and small amount of local funds not administered by State agency.

<sup>9</sup> Includes cases receiving medical care only.

<sup>10</sup> Excludes estimated duplication between programs; 2,162 cases were aided by county commissioners and 4,049 cases under program administered by State Board of Public Welfare. Average per case and percentage change in number of cases not computed.

Table 4.—Aid to the blind: Recipients and payments to recipients, by State, October 1947<sup>1</sup>

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	September 1947 in—		October 1946 in—	
				Number	Amount	Number	Amount
Total	80,484	\$3,167,831	\$39.36	+0.5	+3.0	+6.3	+16.7
Total, 47 States <sup>2</sup>	63,197	2,504,571	39.63	+6	+3.6	+7.0	+20.4
Ala.	1,061	21,556	20.32	+1.1	+6.7	+17.8	+19.7
Ariz.	641	36,388	56.77	+1.4	+1.0	+12.7	+9.3
Ark.	1,529	32,670	21.37	+9	+9	+19.5	+32.5
Calif.	6,670	484,347	72.62	+1.0	+16.5	+8.2	+35.6
Colo.	367	18,862	48.74	+3	+2.1	-12.2	+16.1
Conn.	142	5,867	42.02	+1.4	+8.6	0	+12.7
Del.	122	3,524	29.70	0	-6	(?)	(?)
D. C.	213	8,956	42.05	+3.4	+5.9	+4.9	+3.5
Fla.	2,748	105,720	38.47	+6	+5.9	+10.6	+15.9
Ga.	2,212	45,112	20.39	(?)	-1	+3.7	+24.4
Hawaii	79	2,960	37.47	(?)	(?)	(?)	(?)
Idaho	204	9,585	46.99	-2.4	-2.6	+4.1	+6.7
Ill.	4,766	195,060	41.56	-3	+1	-3.3	+8.3
Ind.	1,908	63,277	33.16	+4	+3	-1.3	+9.4
Iowa	1,221	54,286	44.46	0	+7	-2	+8.9
Kans.	954	39,360	41.26	-3.9	-4.0	-12.8	+4
Ky.	1,803	33,143	18.38	+2.4	+2.3	+15.0	+17.4
La.	1,553	41,261	26.57	+4	+9	+10.2	+1.1
Maine	709	23,194	32.70	-8	-4.7	-7.8	-6.7
Md.	464	10,031	24.55	+7	+1.4	+4	+5.9
Mass.	1,231	64,229	52.18	+1.0	+2.0	+9.9	+19.7
Mich.	1,448	59,402	41.02	+3	+1.1	+7.7	+17.7
Minn.	1,005	48,265	48.02	+1.0	+7	+7.3	+25.5
Miss.	2,087	50,192	24.05	0	+1	+18.0	+21.6
Mo.	\$8,000	\$30,000					
Mont.	412	16,869	40.94	+5	+8	+10.8	+16.9
Nebr.	471	19,461	41.32	+6	+1.6	+5.1	+18.0
Nev.	88	1,545	(?)	(?)	(?)	(?)	(?)
N. H.	294	12,246	41.65	+7	+1.6	+2.1	+19.9
N. J.	603	26,161	43.38	+2.0	+2.2	+6.7	+13.9
N. Mex.	392	15,397	39.28	+5.9	+5.0	+51.9	+64.9
N. Y.	3,384	184,357	54.48	+4	+2.5	+7.3	+22.2
N. C.	2,960	78,314	26.46	+2.0	+4	+11.0	+38.5
N. Dak.	124	5,164	41.65	0	+3.3	+6.9	+23.7
Ohio	3,286	123,179	37.08	+1	+7	+6.1	+23.9
Okl.	2,548	109,435	42.95	+6	+5	+19.7	+19.8
Oreg.	376	18,660	49.63	-1.1	+2.4	-5	-5.2
Pa.	14,459	677,915	39.97	+6	+9	+6.2	+6.7
R. I.	141	6,135	43.51	+7	+1.2	+15.6	+36.2
S. C.	1,237	27,492	22.22	+2	+3	+13.9	+9.4
S. Dak.	215	6,266	29.14	+5	+6	+5	+18.2
Tenn.	1,778	54,367	30.58	+1.9	+1.3	+10.0	+46.2
Tex.	5,428	181,702	33.47	+4	+7	+7.6	+25.6
Utah	135	6,408	47.47	-2.9	-3.7	-6.9	-6.8
Vt.	177	6,653	37.59	+1.7	+2.2	+1.1	+15.4
Va.	1,168	26,892	23.02	+3	+6	+11.9	+25.9
Wash.	643	39,865	62.00	+1.1	+1.4	+3	+1.6
W. Va.	882	20,574	23.33	+2	+5	+2.8	+11.1
Wis.	1,277	48,414	37.91	+5	+1.4	-3.6	+7.5
Wyo.	100	5,114	51.14	-1.0	-1.2	-8.3	-6.3

<sup>1</sup> For definitions of terms see the *Bulletin*, July 1945, pp. 27-28. Figures in italics represent program administered without Federal participation. Data exclude program administered without Federal participation in Connecticut, which administers such program concurrently with program under the Social Security Act. Alaska does not administer aid to the blind. All data subject to revision.

<sup>2</sup> Under plans approved by the Social Security Administration.

<sup>3</sup> Average payment not calculated on base of less than 50 recipients; percentage change, on less than 100 recipients.

<sup>4</sup> Increase of less than 0.05 percent.

<sup>5</sup> Estimated.

<sup>6</sup> Represents statutory monthly pension of \$30 per recipient; excludes payment for other than a month.

decreased. Some of the decrease resulted from restrictive changes in policy, among which were the imposition of liens on property and greater emphasis on obtaining support from relatives. The number of children receiving aid to dependent children declined from September 1946 to September 1947 in Connecticut only, but the number of recipients of old-age assistance dropped in 9 States and of

aid to the blind in 10 States. In Colorado and Kansas, and perhaps in some other States, the substantial decreases in the number of recipients of aid to the blind represented primarily a shift of aged blind persons to the old-age assistance program, in which they could benefit from higher payments. In some predominantly agricultural States, the number of recipients decreased slightly because of

unusually high farm incomes.

In view of the continuing rise in prices throughout the year, it is clear that only more restrictive policies could cause declines in amounts of payments. While most States adapted their procedures to enable them to meet need more fully and some raised maximums on payments, a few States narrowed the number of consumption items that they considered in defer-

Table 5.—Aid to dependent children: Recipients and payments to recipients, by State, October 1947<sup>1</sup>

State	Number of recipients		Payments to recipients		Percentage change from—					
	Families	Children	Total amount	Average per family	September 1947 in—			October 1946 in—		
					Number of—		Amount	Number of—		Amount
					Families	Children		Families	Children	
Total.....	412,448	1,047,863	\$25,961,309	\$62.94	+1.2	+1.0	+1.9	+25.1	+24.1	+31.6
Total, 50 States <sup>2</sup> .....	412,393	1,047,728	25,959,546	62.95	+1.2	+1.0	+1.9	+25.1	+24.1	+31.6
Alabama.....	9,169	25,265	286,152	31.21	+8.6	+7.7	+10.9	+28.7	+27.4	+25.9
Alaska.....	216	550	7,202	33.34	-8.3	+2.3	+40.3	+41.0	-2.1	-2.1
Arizona.....	2,189	6,280	95,796	43.94	-8.1	-8.0	+21.0	+20.3	+3.4	+3.4
Arkansas.....	7,814	20,435	278,366	35.62	+2.7	+2.7	+61.7	+56.4	+100.0	+100.0
California.....	12,383	29,311	1,297,735	104.77	+3.0	+1.8	+46.4	+38.6	+65.1	+65.1
Colorado.....	4,211	11,500	303,022	73.15	+1.7	+1.4	+7.0	+11.5	+11.3	+24.4
Connecticut.....	2,692	6,473	247,435	91.91	( <sup>3</sup> )	-3.4	+7	-2.5	-6.1	-5.2
Delaware.....	313	904	22,652	72.37	-6	0	-5	+22.8	+22.8	-4.2
District of Columbia.....	1,157	3,511	86,466	74.73	+2.8	+2.1	+3.4	+22.2	+18.6	+24.8
Florida.....	13,210	32,787	587,496	44.47	+8.5	+5.3	+5.6	+82.1	+82.7	+129.8
Georgia.....	6,641	16,946	229,826	34.61	+2	( <sup>3</sup> )	+3	+25.5	+24.7	+29.6
Hawaii.....	1,132	3,405	100,074	88.40	+4.9	+4.6	( <sup>3</sup> )	+63.8	+57.1	+86.9
Idaho.....	1,734	4,473	136,792	78.89	+1	+4	+6	+14.8	+13.3	+16.3
Illinois.....	21,465	53,802	1,722,035	80.23	-1.2	-1.0	-5	-1.7	+1	+4.3
Indiana.....	7,842	19,308	372,740	47.53	+1.1	+1.2	+2.9	+12.9	+14.0	+38.7
Iowa.....	4,237	10,864	274,533	64.79	+1.4	+1.3	+4.4	+14.6	+15.2	+119.8
Kansas.....	4,881	12,266	349,471	71.60	-1.5	-1.4	-1.3	+27.3	+25.2	+47.9
Kentucky.....	11,143	28,353	384,737	34.53	+7.0	+6.3	+6.1	+78.7	+75.3	+45.6
Louisiana.....	12,736	33,062	498,436	39.07	+1.6	+1.6	+1.8	+28.9	+28.5	+10.3
Maine.....	1,589	5,345	140,970	75.83	+1.5	+1.8	+1.0	+11.9	+12.2	+11.7
Maryland.....	5,215	15,118	373,216	71.57	+3.8	+3.9	+4.6	+27.1	+29.2	+97.0
Massachusetts.....	9,442	23,326	962,654	101.95	+4	+3	+13.6	+13.6	+13.6	+30.8
Michigan.....	20,443	48,550	1,587,471	77.65	+7	+4	+7	+18.1	+16.9	+17.4
Minnesota.....	6,122	15,653	416,870	68.09	+9	+1.0	+1.5	+16.2	+16.2	+44.7
Mississippi.....	5,383	14,388	142,699	26.51	-8	-7	-8	+35.6	+37.9	+36.9
Missouri.....	20,485	53,362	632,741	30.89	-1	-1	+12.4	+26.4	+25.5	+4.9
Montana.....	1,712	4,484	117,180	68.45	+6	+1.3	+1.1	+18.0	+15.4	+33.8
Nebraska.....	3,113	7,375	216,990	69.70	+4	+2	+4.3	+13.4	+12.6	+3.9
Nevada.....	88	135	1,763	38.05	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )
New Hampshire.....	1,121	2,845	89,980	80.28	+9	+6	+1.5	+17.4	+15.7	+23.4
New Jersey.....	4,307	11,113	346,164	80.37	+1.6	+1.6	+2.0	+16.2	+18.1	+39.7
New Mexico.....	3,863	10,231	184,384	47.73	+3.1	+3.4	+4.9	+29.5	+30.6	+40.5
New York.....	42,503	98,206	4,283,700	100.79	+1.6	+1.5	+1.3	+35.9	+30.7	+51.0
North Carolina.....	7,958	22,725	276,354	34.73	+1.3	+1.2	+9	+19.9	+23.2	+43.9
North Dakota.....	1,569	4,225	117,838	75.10	-1.5	-2.3	-3	+5.2	+2.6	+16.9
Ohio.....	9,421	23,690	616,839	65.37	( <sup>3</sup> )	-6	+1.4	+12.0	+11.8	+12.0
Oklahoma.....	28,968	69,713	1,297,364	44.79	-6	-8	-8	+31.6	+30.3	+30.0
Oregon.....	2,307	5,834	207,443	89.92	+1.1	+9	+1.4	+51.4	+52.0	+42.2
Pennsylvania.....	38,936	99,980	2,785,555	71.54	-2	-1	-1	+14.1	+13.2	+11.4
Rhode Island.....	2,632	6,593	205,283	78.00	+1.6	+1.6	+1.4	+38.4	+38.0	+55.2
South Carolina.....	5,949	16,427	151,394	25.45	+1.7	+1.5	+1.8	+30.3	+24.5	+22.9
South Dakota.....	1,746	4,310	79,590	45.58	-5	-1.0	-2.3	-2.1	-2.3	+1.5
Tennessee.....	14,217	38,184	640,185	45.03	+2.0	+2.2	+1.5	+17.7	+18.8	+51.0
Texas.....	15,223	38,236	616,347	40.49	+1.7	+1.3	+1.4	+45.3	+47.1	+112.4
Utah.....	2,477	6,618	227,970	92.03	+2.1	+8	+1.5	+15.4	+14.6	+17.6
Vermont.....	708	1,906	32,657	46.13	+2.8	+2.3	+2.6	+14.0	+14.7	+24.7
Virginia.....	4,652	13,500	185,061	39.78	+1.5	+1.0	+2.7	+23.5	+24.3	+39.8
Washington.....	7,284	17,709	699,295	96.00	+6	+5	+8	+26.7	+26.0	+19.7
West Virginia.....	10,114	27,714	413,105	40.84	+1.2	+6	+9	+21.9	+19.9	+28.1
Wisconsin.....	7,105	17,784	594,657	83.70	+1.0	+9	+3.8	+10.1	+11.2	+23.2
Wyoming.....	383	1,087	32,973	86.09	+2.1	+2.2	+3.4	+12.3	+14.2	+12.5

<sup>1</sup> For definitions of terms see the *Bulletin*, July 1945, pp. 27-28. Figures in italics represent program administered without Federal participation. Data exclude programs administered without Federal participation in Florida, Kentucky, and Nebraska, which administer such programs concurrently with programs under the Social Security Act. All data subject to revision.

<sup>2</sup> Under plans approved by the Social Security Administration.

<sup>3</sup> Decrease of less than 0.05 percent.

<sup>4</sup> Percentage change not calculated on base of less than 100 families.

mining need, imposed maximums where none had existed, or reduced the percent of need to be met. As the result of such changes, average payments per dependent child declined in Alaska, Connecticut, Delaware, Nebraska, and Washington; average payments of old-age assistance decreased in Alaska and Washington; and the average for aid to the blind decreased in Oregon. In one or more programs in some other States, more restrictive policies did not actually result in decreases in average payments but limited increases to very small amounts.

## Program Operations

Seasonal change and the continuing advance in prices were factors in the largest monthly increase since March in the Nation's expenditures for assistance—\$2.5 million or 2 percent more than in September. The largest percentage increase, 4.5 percent in expenditures for general assistance, reflected widespread moderate increases in average payments. On the other hand, a rise of \$9.63 in the average for aid to the blind in California, which had raised the maximum payment from \$65 to \$75, accounted

for more than seven-tenths of the increase in the expenditures for aid to the blind in all States.

Alabama started a new fiscal year in October and used some of an increased appropriation to make first payments to persons whose eligibility had been established but who had received no payments. The total number of cases that had been waiting for assistance in this State was reduced during October from 9,295 to 2,394. Despite the substantial increase in the number of recipients in this State, the average payment for each type of assistance was also raised somewhat.

## Social and Economic Data

### Social Security and Other Income Payments

#### Personal Income

Personal income in October dropped 3 percent below the September level but was 11 percent above the total a year earlier (table 1). The month's decline was attributable almost exclusively to a drop in employees' income, which was partly offset by increases in proprietors' and rental income and in payments for public aid. Social insurance and related payments was the only major segment to record a decline—4 percent—from the total a year earlier.

#### Social Insurance and Related Payments

Payments under the selected programs—\$353 million—declined for the third successive month; they were 5 percent below the September amount and 12 percent below the amount a year earlier (table 2).

Some 1,132,500 persons received retirement and supplementary benefits under the Social Security Act in October at a monthly rate of \$24.8 million. An additional 798,200 persons received survivor benefits at a monthly rate of \$12.4 million. Since October 1946, retirement benefits have risen 26 percent and payments to survivors, 17 percent.

Retirement and disability payments under the Railroad Retirement Act

were 17 percent more than those a year earlier, and survivor benefits were more than 10 times as great.

Under the veterans' program, some

2.3 million disabled veterans received \$142.2 million in October; payments increased 14 percent above those a year earlier. Benefits to 925,800 survivors of veterans totaled \$34.1 million, an increase of 10 percent in disbursements over the 13-month period.

Table 1.—Personal income by specified period, 1940-47

(In billions; seasonally adjusted, at annual rates)

Year and month	Total	Employees' income <sup>1</sup>	Proprietors' and rental income	Personal interest income and dividends	Public aid <sup>2</sup>	Social insurance and related payments <sup>3</sup>	Miscellaneous income payments <sup>4</sup>
1940.....	\$78.3	\$47.6	\$16.3	\$9.4	\$2.7	\$1.7	\$0.6
1941.....	95.3	60.0	20.8	9.9	2.4	1.6	.6
1942.....	122.2	80.2	28.1	9.7	1.7	1.8	.7
1943.....	149.4	104.0	32.1	10.0	1.0	1.6	.7
1944.....	164.9	116.0	34.4	10.7	1.0	1.8	1.0
1945.....	171.6	117.6	37.1	11.6	1.0	2.0	1.4
1946.....	177.2	112.5	41.8	13.3	1.2	7.2	1.2
1946							
October.....	184.0	115.6	45.3	13.3	1.3	7.1	1.4
November.....	188.4	117.3	47.6	13.5	1.3	7.3	1.4
December.....	189.9	118.8	47.2	13.7	1.4	7.5	1.3
1947							
January.....	190.3	118.9	48.6	13.9	1.4	8.1	1.4
February.....	190.7	119.3	46.8	14.0	1.4	7.9	1.3
March.....	191.8	119.3	47.7	14.0	1.5	7.9	1.4
April.....	190.2	118.5	46.9	14.0	1.5	7.9	1.4
May.....	191.5	120.0	46.9	14.0	1.5	7.6	1.5
June.....	195.1	122.6	47.6	14.1	1.5	7.4	1.9
July.....	198.1	122.7	47.8	14.2	1.5	7.5	2.4
August.....	194.9	124.0	45.9	14.3	1.5	7.2	2.0
September.....	210.9	137.0	48.4	15.0	1.5	7.0	2.0
October.....	204.5	128.3	50.9	14.9	1.6	6.8	2.0

<sup>1</sup> Civilian and military pay in cash and in kind in the continental United States, pay of Federal civilian and military personnel stationed abroad, other labor income (except compensation for injuries), muster-out pay, and terminal-leave pay. Military pay includes the Government's contribution to allowances for dependents of enlisted personnel. Civilian wages and salaries represent net earnings after employee contributions under social insurance and related programs have been deducted; data exclude work relief earnings.

<sup>2</sup> Payments to recipients under 3 special public assistance programs and general assistance. Includes payments for care of children in private foster homes; for 1940-43, includes work relief earnings of persons who were employed by WPA, NYA, and CCC, and value of food and cotton stamps; for 1940-42, includes subsistence grants to farmers.

<sup>3</sup> Includes payments of old-age and survivors insurance, railroad retirement, Federal, State, and local retirement, veterans' pensions and compensation, workmen's compensation, State and railroad unemployment insurance and sickness compensation, and readjustment and subsistence allowances to veterans under the Servicemen's Readjustment Act.

<sup>4</sup> Includes veterans' bonus (Federal and State), payments under the Government life insurance, national service life insurance, and military and naval insurance programs, the Government's contribution to nonprofit organizations, and business transfer payments.

Source: Department of Commerce, Office of Business Economics.

Table 2.—Selected social insurance and related programs, by specified period, 1940-47

[In thousands; data corrected to Dec. 12, 1947]

Year and month	Total	Retirement, disability, and survivor programs												Unemployment insurance programs				
		Monthly retirement and disability benefits <sup>1</sup>				Survivor benefits						Sickness benefits <sup>11</sup>		State unemployment insurance laws <sup>12</sup>	Service-men's Readjustment Act <sup>13</sup>	Railroad Unemployment Insurance Act <sup>14</sup>	Readjustment allowances to self-employed veterans <sup>15</sup>	
		Social Security Act <sup>2</sup>	Railroad Retirement Act <sup>3</sup>	Civil Service Commission <sup>4</sup>	Veterans Administration <sup>5</sup>	Monthly			Lump-sum <sup>6</sup>			Railroad Unemployment Insurance Act <sup>11</sup>						
						Social Security Act <sup>6</sup>	Railroad Retirement Act <sup>7</sup>	Veterans Administration <sup>8</sup>	Social Security Act <sup>9</sup>	Railroad Retirement Act <sup>10</sup>	Civil Service Commission <sup>11</sup>		Veterans Administration <sup>12</sup>					State laws <sup>13</sup>
Number of beneficiaries																		
1946																		
October.....	913.6	184.2	103.9	2,262.6	692.8	4.5	830.1	16.6	1.4	2.1	6.3	4.7	765.3	1,097.5	57.4	191.2		
November.....	926.5	184.6	104.9	2,287.8	700.2	4.5	842.2	13.3	1.2	1.6	5.3	4.4	709.6	932.7	54.9	156.9		
December.....	935.6	185.0	106.5	2,314.4	706.7	4.5	849.4	15.1	.8	1.6	6.0	6.4	747.3	987.9	70.3	155.4		
1947																		
January.....	956.6	185.2	108.2	2,332.2	715.7	4.5	871.3	15.8	.9	2.0	7.0	17.3	892.6	1,148.6	88.2	167.0		
February.....	983.0	185.8	107.6	2,346.2	725.8	11.6	873.1	14.0	1.4	1.2	6.3	21.8	911.3	1,148.9	83.1	172.0		
March.....	1,003.8	186.3	109.0	2,352.9	735.0	22.1	876.9	16.7	.6	1.8	7.3	23.5	975.4	1,073.0	75.6	231.0		
April.....	1,023.7	188.6	110.5	2,356.1	747.9	28.2	878.8	19.9	1.1	1.6	8.0	26.5	929.8	903.3	69.1	223.6		
May.....	1,045.3	191.9	111.6	2,355.6	759.9	32.1	886.8	19.2	.8	1.1	7.9	26.9	940.3	752.2	48.3	248.6		
June.....	1,063.6	194.1	112.6	2,354.3	768.7	37.1	896.8	16.0	1.4	1.8	8.1	25.8	1,006.7	712.9	39.5	257.1		
July.....	1,081.5	197.8	114.3	2,351.6	773.8	42.3	907.3	15.6	1.4	1.7	7.8	25.3	1,053.6	751.3	31.1	212.1		
August.....	1,098.1	201.0	115.9	2,345.7	778.9	47.5	914.7	14.4	.9	1.3	7.4	23.0	914.6	734.6	34.0	186.1		
September.....	1,115.0	203.4	117.6	2,340.6	788.3	51.9	919.4	15.4	1.4	1.4	7.3	22.2	778.8	615.1	37.6	142.3		
October.....	1,132.5	207.2	119.3	2,337.4	798.2	60.3	925.8	17.5	1.9	1.4	7.6	22.9	855.9	427.8	44.3	106.4		
Amount of benefits <sup>16</sup>																		
1940	\$1,188,702	\$21,074	\$114,166	\$62,019	\$317,851	\$7,784	\$1,448	\$105,696	\$11,736	\$2,497	\$5,810	\$3,960	\$518,700	\$15,961				
1941	1,085,488	55,141	119,912	64,933	320,561	25,454	1,559	111,799	13,328	3,421	6,170	4,352	344,321	14,537				
1942	1,130,721	80,305	122,806	68,115	325,265	41,702	1,603	111,193	15,038	4,114	6,108	4,120	344,084	6,268				
1943	921,463	97,257	125,795	72,961	331,350	57,763	1,704	116,133	17,830	5,500	7,544	4,530	79,645	917				
1944	1,119,684	119,009	129,707	78,081	456,279	76,942	1,765	144,302	22,146	6,591	7,863	4,784	5,035	62,385	\$4,113	\$82	\$102	
1945	2,067,434	157,391	137,140	85,742	697,830	104,231	1,772	254,238	26,135	8,138	10,244	5,049	4,660	445,866	114,955	2,359	11,675	
1946	5,152,223	230,285	149,188	96,418	1,268,984	130,139	1,817	333,640	27,267	9,127	13,992	7,491	4,766	1,095,475	1,491,294	39,917	252,424	
1947																		
October.....	400,748	19,765	12,375	8,364	124,720	10,609	146	31,066	2,476	745	1,211	928	337	64,433	100,380	3,902	19,292	
November.....	368,858	20,048	12,407	8,421	133,700	10,729	145	30,737	1,986	661	1,180	800	316	54,097	74,421	3,618	15,591	
December.....	365,206	20,246	12,442	8,568	136,762	10,833	148	29,790	2,266	439	1,071	800	468	59,570	81,964	4,666	16,517	
January.....	434,613	20,712	12,988	8,592	139,853	10,983	147	32,226	2,387	519	1,416	\$1,040	1,297	74,760	106,586	5,685	15,421	
February.....	408,094	21,311	13,035	8,794	140,143	11,156	355	31,840	2,119	798	896	\$940	1,571	65,910	88,401	4,851	15,975	
March.....	424,233	21,785	13,079	8,974	142,166	11,314	663	32,031	2,533	334	1,269	\$1,060	1,872	71,545	89,100	4,954	21,624	
April.....	415,448	22,238	13,241	8,884	140,691	11,532	840	31,905	3,026	487	1,279	\$1,200	2,176	71,569	78,868	4,299	23,213	
May.....	399,569	22,743	13,482	8,956	140,115	11,736	951	31,505	2,940	307	834	\$1,180	2,167	72,295	63,763	3,107	23,489	
June.....	392,179	23,173	13,632	8,896	134,942	11,898	1,075	32,137	2,437	501	1,374	\$1,210	2,072	73,559	58,542	2,490	24,241	
July.....	400,290	23,599	13,891	9,055	136,585	12,000	1,198	31,209	2,402	490	1,358	\$1,160	2,076	76,534	66,239	1,833	20,339	
August.....	384,666	23,995	14,100	9,164	137,346	12,100	1,308	32,578	2,215	309	1,026	\$1,100	1,878	66,804	59,521	2,107	17,559	
September.....	369,694	24,395	14,251	9,154	138,255	12,261	1,397	32,566	2,394	436	1,190	\$1,100	1,799	59,257	53,336	2,352	13,406	
October.....	353,023	24,815	14,488	9,358	142,194	12,431	1,589	34,067	2,731	592	1,243	\$1,140	1,854	52,774	38,153	2,832	9,967	

<sup>1</sup> Preliminary estimate.<sup>2</sup> Old-age retirement benefits under all acts, disability retirement benefits under the Railroad Retirement and the Civil Service Retirement Acts, and disability payments to veterans.<sup>3</sup> Primary and wife's benefits and benefits to children of primary beneficiaries. Partly estimated.<sup>4</sup> Age and disability annuities and pensioners in current-payment status at end of month, and amounts certified, minus cancellations, during year.<sup>5</sup> Retirement and disability benefits include survivor benefits under joint and survivor elections. Payments principally from civil-service retirement and disability fund but also from Canal Zone and Alaska Railroad retirement and disability funds administered by the Civil Service Commission. Monthly retirement payments include accrued annuities to date of death paid to survivors. Refunds to employees leaving the service are not included but are summarized twice a year in the Bulletin.<sup>6</sup> Veterans' pensions and compensation.<sup>7</sup> Widows', widow's current, parent's, and child's benefits. Partly estimated.<sup>8</sup> Annuities to widows under joint and survivor elections, 12-month death-benefit annuities to widows and next of kin, and, beginning February 1947, widow's, widow's current, parent's, and child's benefits in current-payment status.<sup>9</sup> Payments to widows, parents, and children of deceased veterans.<sup>10</sup> Number of decedents on whose account lump-sum payments were made, and amount certified for payment.<sup>11</sup> Payments for burial of deceased veterans.<sup>12</sup> Compensation for temporary disability payable in Rhode Island beginning April 1943, in California beginning December 1946, and under the Railroad Unemployment Insurance Act beginning July 1947; includes maternity benefits in Rhode Island and under the Railroad Unemployment Insurance Act.<sup>13</sup> Number represents average weekly number of beneficiaries. Annual amounts adjusted for voided benefit checks; monthly amounts not adjusted. Beginning July 1947, State unemployment insurance data include reconversion unemployment benefits for seamen.<sup>14</sup> Number represents average number of persons receiving benefits in a 14-day registration period. Annual amounts adjusted for underpayments and recoveries of overpayments; monthly figures not adjusted.<sup>15</sup> Readjustment allowances to unemployed veterans only. Number represents average weekly number of continued claims during weeks ended in the month.<sup>16</sup> Number before January 1947 represents number of veterans paid during month; number beginning January 1947 represents number of claims paid during month under the Servicemen's Readjustment Act.<sup>17</sup> Payments to individuals: annual and lump-sum payments (amounts certified, including retroactive payments) and monthly payments in current-payment status, under the Social Security and the Railroad Retirement Acts; amounts certified under the Railroad Unemployment Insurance Act; disbursements minus cancellations, under the Civil Service Commission and the Veterans Administration programs; checks issued by State agencies, under State unemployment insurance and State sickness compensation programs and under the Servicemen's Readjustment Act.

Source: Based on reports of administrative agencies.



Regular monthly benefits to retired Federal civilian employees were also a tenth more than the total a year earlier.

Unemployment benefits under the State and veterans' programs were below September levels and substantially less than in October 1946. Railroad unemployment benefits rose 20 percent during October but were below those a year earlier.

Veterans' self-employment allowances dropped below \$10 million in October and were 48 percent under the amount a year earlier.

**Table 3.—Estimated employment covered by old-age and survivors insurance and by unemployment insurance, and employment in selected noncovered industries, years ended June 30, 1946, and June 30, 1947**

(In millions; data corrected to Dec. 1, 1947)

Type of employment	Year ended June 30—	
	1946	1947
1. Employment in an average week:		
Civilian labor force.....	54.8	59.3
Unemployed.....	2.0	2.2
Employed, total.....	52.8	57.1
Covered by old-age and survivors insurance.....	29.6	33.1
Covered by State unemployment insurance.....	27.1	30.4
Not covered by old-age and survivors insurance.....	23.2	24.0
Railroad.....	1.7	1.6
Government.....	5.3	5.2
Federal.....	2.3	1.9
State and local.....	3.0	3.3
Agriculture.....	8.4	8.3
Wage and salary workers.....	1.7	1.6
Self-employed.....	4.7	4.9
Unpaid family workers.....	2.0	1.8
Nonagricultural self-employed.....	5.0	6.0
Domestic service.....	1.0	1.7
Other.....	1.2	1.2
2. Employment in an average pay period:		
Covered by State unemployment insurance.....	28.2	31.5
Railroad.....	1.7	1.6
Federal Government.....	2.5	2.0
State and local government.....	3.2	3.4
3. Employment during a quarter (average for 4 quarters) covered by old-age and survivors insurance.....	36.7	39.8

Source: Data on employment in an average week (based on population count); civilian labor force, unemployed, and total employed, from *Monthly Report on the Labor Force*, Bureau of the Census; employment covered and not covered by old-age and survivors insurance, from the Bureau of the Census, adjusted by the Analysis Division, Bureau of Old-Age and Survivors Insurance; employment covered by unemployment insurance, estimated by the Bureau of Employment Security. Data on employment in an average pay period (based on establishment reporting): covered by unemployment insurance, from the Bureau of Employment Security; for railroads, from the Railroad Retirement Board; for Federal, State, and local governments, from the Bureau of Labor Statistics. Employment during a quarter covered by old-age and survivors insurance, from the Bureau of Old-Age and Survivors Insurance.

### Employment Covered by Social Insurance

Estimates of covered and noncovered employment, presented in the April 1945 and November 1946 BULLETINS, are shown here for the fiscal years 1945-46 and 1946-47 (table 3).

The data are based on two different methods of measuring employment—the population survey and establishment reporting. Under the population survey, a sample number of households is questioned on the labor force activity during a particular week of each member of the family over 14 years of age. The answers provide the basis for classifying the population as unemployed, employed, and so on. Under establishment reporting the employers give the number of their workers as of a specified period—usually a pay-roll period. An employed person is counted only once in the population survey even though he has two jobs, and all employed persons are classified in the industry in which they worked the most hours during the survey week. The establishment reporting method yields a count of the number of persons who held jobs during a pay-roll period, and if a worker held jobs in two or more different establishments in that period he is reported by each employer. Thus employment under the latter approach is consistently higher than under the former.

Total employment in an average week in the year ended June 30, 1947, was 57.1 million, or 8 percent more than in the preceding 12-month period. Unemployment edged upward to 2.2 million, an increase of 200,000. These two groups bring the civilian labor force to 59.3 million persons. About 33 million workers were covered by the old-age and survivors insurance program, representing about 58 percent of the employed labor force. Though the increase in coverage—3.4 million—appears substantial, the ratio of covered workers to the total employed labor force increased only 2 percentage points from the 1945-46 ratio.

There was relatively little variation in employment in the noncovered industries, except for the nonagricultural self-employed group, which increased by 1 million. Total govern-

ment employment remained practically unchanged; Federal employment dropped from about 2.3 million to 1.9 million, but the decline was offset by a 300,000 gain in State and local government employment.

### Estimated Workmen's Compensation Payments, 1946

Workmen's compensation payments during 1946 are estimated<sup>1</sup> at \$436 million, almost 6 percent more than in 1945 (table 4). Benefit payments in 1946 reflect higher wage levels and a liberalization in benefit provisions. The largest relative annual increase since 1939, when the series was started, took place in 1941, when total payments were almost 14 percent above those in the preceding year. Since then the rate of increase has dropped almost continuously each year.

Increases in benefit payments by private insurance carriers in 1946 represented more than two-thirds of the total annual increase, about the same proportion as in the preceding year. From 1941 to 1944 the annual increase in payments by private insurance carriers was much greater than the increase in disbursements of State funds and self-insurance payments, indicating that the largest part of the increased wartime employment was privately insured.

Although no actual data are available on the number of compensable accidents, work injuries causing disability are estimated by the Bureau of Labor Statistics at 2,056,000, or 2 percent more than in 1945. Aggregate payments, however, do not immediately reflect the change in the number of compensable work injuries because payments for a year include survivor and disability benefits payable as the result of accidents in preceding years.

Variations among States in benefit payments reflect differences in the incidence of covered employment, frequency and severity of compensable injuries, maturity of the program, and liberality of benefit provisions. Expenditures in 1946 decreased in 10

<sup>1</sup> For method of estimating see the *Bulletin*, January 1942, pp. 6-14. Revised estimates of payments for previous years are available in the Division of Coordination Studies, Bureau of Research and Statistics.

States and under the Federal program, in which the largest decline—17.3 percent—took place. The decline in expenditures for medical treatment and supplies more than accounts for the drop in total payments under that

program. In Georgia, Maine, and Oregon payments had also decreased in 1945. Increases of more than 20 percent took place in Massachusetts, New Hampshire, New Mexico, North Carolina, and South Dakota. (Mississippi, which has no workmen's compensation law, is excluded from the comparison.) As in earlier years, payments in 6 States combined—California, Illinois, New Jersey, New York, Ohio, and Pennsylvania—accounted for more than half of the total, although payments in Illinois and New Jersey were less than in 1945.

Table 4.—Preliminary estimates of workmen's compensation payments, by State, 1945 and 1946<sup>1</sup>

State	1945				1946				Percentage change in total payments, 1945 to 1946
	Total	Insurance losses paid by private insurance carriers <sup>2</sup>	State fund disbursements <sup>3</sup>	Self-insurance payments <sup>4</sup>	Total	Insurance losses paid by private insurance carriers <sup>2</sup>	State fund disbursements <sup>3</sup>	Self-insurance payments <sup>4</sup>	
Total.....	\$412,300	\$252,570	\$91,497	\$68,323	\$436,366	\$260,353	\$95,557	\$71,456	+5.8
Alabama.....	2,648	1,955	—	693	2,278	1,708	—	480	-14.0
Arizona.....	3,614	350	3,430	85	3,615	220	3,818	85	+9.6
Arkansas.....	1,979	1,979	—	—	2,168	2,168	—	—	+2.1
California.....	42,668	28,253	7,415	7,000	43,543	28,210	8,381	6,952	+2.2
Colorado.....	2,285	742	903	640	2,280	706	953	630	+7.8
Connecticut.....	7,202	6,482	—	720	7,764	6,988	—	776	+12.8
Delaware.....	438	362	—	76	494	412	—	82	+15.4
District of Columbia.....	1,244	1,111	—	133	1,436	1,282	—	154	+9.0
Florida.....	4,193	3,912	—	281	4,571	4,253	—	318	-3.1
Georgia.....	2,021	2,521	—	400	2,531	2,431	—	400	+17.1
Idaho.....	1,193	465	358	370	1,397	587	390	430	-1.0
Illinois.....	23,457	17,907	—	5,550	23,219	17,724	—	5,495	+5.8
Indiana.....	6,625	5,475	—	1,150	7,012	5,843	—	1,169	+18.3
Iowa.....	2,666	2,133	—	533	3,154	2,523	—	631	+7.3
Kansas.....	2,977	2,255	—	722	2,981	2,258	—	723	-7.3
Kentucky.....	5,716	2,286	—	3,430	5,297	2,119	—	3,178	+2.2
Louisiana.....	6,952	5,792	—	1,160	6,969	5,841	—	1,128	-7.6
Maine.....	2,224	1,869	—	355	2,055	1,727	—	328	+7.7
Maryland.....	5,853	4,433	404	1,016	5,893	4,377	422	1,094	+30.0
Massachusetts.....	11,165	10,433	—	532	14,513	13,822	—	691	+10.8
Michigan.....	14,790	9,013	1,036	4,741	16,384	10,128	1,004	5,252	+12.1
Minnesota.....	5,853	4,837	—	1,016	6,561	5,467	—	1,094	+123.5
Mississippi.....	34	34	—	—	76	76	—	—	+6.5
Missouri.....	8,365	6,790	—	1,575	8,908	7,172	—	1,736	-7.6
Montana.....	2,003	373	1,082	548	1,831	318	1,064	469	+5.5
Nebraska.....	1,334	1,279	—	55	1,587	1,532	—	55	+2.2
Nevada.....	1,200	( <sup>5</sup> )	1,000	200	1,202	2	1,000	200	+24.8
New Hampshire.....	1,002	982	—	20	1,250	1,225	—	25	-7.4
New Jersey.....	21,961	18,738	—	3,223	20,339	17,354	—	2,985	+29.0
New Mexico.....	644	532	—	112	831	693	—	138	+12.2
New York.....	75,092	47,503	15,328	12,261	84,232	52,735	17,743	13,754	+21.1
North Carolina.....	3,542	2,912	—	630	4,291	3,582	—	739	+3.8
North Dakota.....	743	—	742	—	771	( <sup>6</sup> )	770	—	+4.2
Ohio.....	25,603	40	22,229	3,334	26,685	49	23,155	3,481	+7.1
Oklahoma.....	5,456	4,489	142	825	5,842	4,735	200	907	-1.9
Oregon.....	5,666	481	5,185	—	5,557	458	5,099	—	+10.1
Pennsylvania.....	24,552	13,395	1,927	9,230	27,030	14,862	2,085	10,083	-1.6
Rhode Island.....	5,449	5,249	—	200	5,361	5,165	—	196	+7.5
South Carolina.....	2,813	2,325	—	488	3,024	2,520	—	504	+22.3
South Dakota.....	355	293	—	62	454	362	—	72	-6.9
Tennessee.....	4,027	3,166	—	861	3,750	2,993	—	757	+12.2
Texas.....	18,218	18,218	—	—	20,445	20,445	—	—	+12.4
Utah.....	1,312	509	509	234	1,475	547	665	263	+19.9
Vermont.....	483	477	—	16	591	572	—	19	+12.9
Virginia.....	3,361	2,626	—	735	3,793	2,954	—	830	+11.6
Washington.....	9,688	414	8,750	324	10,810	405	9,897	508	+2.5
West Virginia.....	7,735	5	7,332	398	7,926	12	7,466	448	+8.1
Wisconsin.....	9,162	6,973	—	2,189	9,903	7,706	—	2,197	+15.1
Wyoming.....	503	1	502	—	579	6	574	—	-17.3
Federal employees <sup>7</sup> .....	13,163	—	13,163	—	10,881	—	10,881	—	

<sup>1</sup> Data for calendar years, except for Montana, North Dakota, Oregon, and West Virginia, and for Federal employees, and State fund disbursements in Utah, for which data for fiscal years ended in 1945 and 1946 were used. Includes benefit payments under the Longshoremen's and Harbor Workers' Compensation and the Defense Base Compensation Acts for the States in which such payments are made.

<sup>2</sup> Net cash and medical benefits paid by private insurance carriers under standard workmen's compensation policies. Data from the *Spectator, Insurance Yearbook, Premiums and Losses by States of Casualty, Surety, and Miscellaneous Lines*, 1946 and 1947 editions, except for Montana, for which payments reported by the State agency for each type of carrier were used.

<sup>3</sup> Net cash and medical benefits paid by State funds; compiled from State reports and from the *Spectator*; estimated for some States.

<sup>4</sup> Cash and medical benefits paid by self-insurers, plus the value of medical benefits paid by employers carrying workmen's compensation policies that do not include the standard medical coverage. Estimated from available State data.

<sup>5</sup> Increase of less than 0.05 percent.

<sup>6</sup> Less than \$500.

<sup>7</sup> Excludes wage accruals paid under the Defense Base Compensation Act (P. L. 784, 77th Cong.) to dependents of employees on defense bases.

## National Income Measures and Social Insurance \*

A comprehensive report on "National Income and Product Statistics of the United States, 1929-46,"<sup>1</sup> recently issued by the Office of Business Economics of the Department of Commerce, contains detailed data concerning the national income and related measures of the Nation's income and product, as well as definitions and explanations of the principal series and their components. Consequently, it is an indispensable source book for everyone who uses such data.

The Department of Commerce is now preparing a comprehensive bulletin on national income and product. In the meantime, this summary of certain general aspects of the report and of the treatment of social insurance and related statistics in national income measurement may serve to make the data already released more generally useful to persons with special interests in the field of social insurance.

### National Income Statistics a System of Accounts

"A single national income aggregate," the Commerce Department report states, "is not applicable to all problems requiring a measure of the

\*Prepared by Edward F. Denison, Office of Business Economics, Department of Commerce.

<sup>1</sup> This report, issued as the National Income Supplement to the July 1947 *Survey of Current Business*, may be obtained from the Superintendent of Documents, Washington 25, D. C., for 25 cents.

Table 5.—National income by distributive shares, selected years, 1929-46

[In millions]

Item	1929	1933	1937	1940	1941	1942	1943	1944	1945	1946
National income.....	\$87,355	\$39,584	\$73,627	\$81,347	\$103,834	\$136,486	\$168,262	\$182,260	\$182,808	\$178,204
Compensation of employees.....	50,786	29,330	47,696	51,786	64,280	84,689	109,102	121,184	122,872	116,763
Wages and salaries.....	50,165	28,825	45,948	49,587	61,708	81,681	105,537	116,944	117,541	111,113
Work relief.....	0	697	1,686	1,589	1,219	882	50	0	0	0
All other.....	50,165	28,128	44,262	47,998	60,469	81,069	105,487	116,944	117,551	111,113
Supplements to wages and salaries.....	621	305	1,748	2,199	2,572	3,008	3,565	4,240	5,321	5,650
Employer contributions for social insurance.....	101	133	1,234	1,624	1,963	2,302	2,677	2,936	3,805	4,072
Other labor income.....	880	372	514	575	589	706	888	1,304	1,516	1,578
Compensation for injuries.....	278	180	263	278	318	367	403	444	474	496
Employer contributions to private pension and welfare funds.....	128	103	139	170	183	247	392	721	828	915
Pay of military reservists <sup>1</sup> .....	34	31	45	61	14	3	2	18	5	27
Other <sup>2</sup> .....	80	58	67	66	74	89	91	138	209	140
Income of unincorporated enterprises and inventory valuation adjustment.....	13,927	5,207	12,249	12,680	16,504	22,724	25,951	27,690	30,165	34,951
Rental income of persons.....	6,811	2,018	3,140	3,620	4,322	5,371	6,150	6,693	6,952	6,865
Corporate profits and inventory valuation adjustment.....	10,200	-1,981	6,166	9,177	14,615	19,824	23,692	23,496	19,689	16,451
Corporate profits before tax.....	9,818	162	6,197	9,325	17,232	21,098	24,516	23,841	20,222	21,140
Corporate profits tax liability.....	1,398	524	1,512	2,878	7,846	11,665	14,153	13,913	11,283	8,601
Corporate profits after tax.....	8,420	-362	4,685	6,447	9,386	9,433	10,363	9,928	8,939	12,539
Inventory valuation adjustment.....	472	-2,143	-31	-148	-2,617	-1,274	-824	-355	-533	-4,689
Net interest.....	6,641	5,010	4,376	4,104	4,113	3,367	3,367	3,207	3,130	3,174

<sup>1</sup> Excludes pay of reservists on full-time active duty, which is included in wages and salaries.

<sup>2</sup> Directors' fees, jury and witness fees, compensation of prison inmates, Government payments to enemy prisoners of war, marriage fees to justices of the peace, and merchant marine war-risk life and injury claims.

Source: U. S. Department of Commerce, Office of Business Economics.

income or output of the national economy, but . . . alternative measures are at times better adapted to the needs at hand. Furthermore, it has been found illuminating not only to measure the various aggregates of income and product but to develop national income and related statistics into a system of economic accounting."

Following this approach, the report divides the economy into four major sectors: business, government, persons, and "rest of the world." An account is presented for each sector, showing its current receipts from and payments to each of the other sectors. The content of each of these sectors has an important bearing on the aggregate statistics.

The business sector of the economy consists of all the firms, organizations, and institutions which produce goods for sale at a price intended to cover

at least the major part of their costs of operations. In addition to all private enterprises organized for profit, the sector includes mutual financial institutions, cooperatives, nonprofit organizations serving business, owner-occupied houses, and government enterprises operating on a commercial basis.

The government sector covers the general operations of Federal, State, and local governments, inclusive of social insurance funds but not government enterprises.

The personal sector, which covers essentially the consuming public, consists chiefly of individuals in their capacity as income receivers and buyers of consumption goods, but includes also nonprofit institutions serving individuals, private trust funds, and private pension and welfare funds.

The "rest of the world" sector covers

foreign countries, territories and possessions of the United States, international government organizations, and the United States monetary gold stock. The account for this sector shows the net transactions of the rest of the world with domestic business, persons, and governments.

In addition to the accounts summarizing the current transactions of each of the four sectors, the report presents a consolidated capital account for the economy as a whole. This capital account assembles the gross savings and gross investment entries from the four current accounts and balances gross private saving with gross investment and government deficit.

The significance of these five accounts for the present discussion is twofold. First, current transactions within each of the sectors are completely consolidated (that is, they do

Table 6.—Gross national product or expenditure, selected years, 1929-46

[In millions]

Item	1929	1933	1937	1940	1941	1942	1943	1944	1945	1946
Gross national product.....	\$103,828	\$55,760	\$90,213	\$100,477	\$125,294	\$159,628	\$192,573	\$210,551	\$213,120	\$203,679
Personal consumption expenditures.....	78,761	46,346	67,121	72,052	82,255	90,835	101,626	110,417	121,698	143,670
Gross private domestic investment.....	15,824	1,306	11,440	12,983	17,211	9,330	4,591	5,658	9,058	24,582
New construction <sup>1</sup> .....	7,824	1,142	3,687	4,600	5,661	2,212	2,010	2,267	3,146	8,525
Producers' durable equipment.....	6,438	1,783	5,444	6,108	7,676	4,702	3,761	5,348	7,134	12,393
Change in business inventories.....	1,562	-1,619	2,309	2,275	3,874	1,416	-1,180	-1,957	-1,222	3,664
Net foreign investment.....	771	180	62	1,509	1,124	-207	-2,245	-2,099	-754	4,773
Government purchases of goods and services.....	8,472	7,958	11,590	13,933	24,704	50,670	88,601	96,576	83,118	30,654
Federal.....	1,311	2,018	4,552	6,170	16,923	52,027	81,223	89,029	74,983	20,671
State and local.....	7,161	6,940	7,038	7,763	7,781	7,643	7,378	7,546	8,135	9,983

<sup>1</sup> Includes construction expenditures for crude-petroleum and natural-gas drilling.

Source: U. S. Department of Commerce, Office of Business Economics.

not appear at all),<sup>2</sup> while all current transactions between accounts are recorded. Since the aggregate tables (tables 5 to 9) are obtained by adding appropriate data from the accounts, only the current transactions between accounts appear. Second, the terminology used in the aggregate tables corresponds to the definitions of the sectors of the economy.

Both principles are illustrated by the personal income series. Personal income (table 7) is simply the total receipts of the personal account. Individuals, nonprofit institutions, and

private pension and welfare funds are classified as "persons"; consequently transfers between these groups, such as charitable contributions by individuals, relief payments from nonprofit organization to individuals, and private pension payments, are canceled and do not appear as part of personal income. On the other hand, receipts of nonprofit institutions and private pension plans from business and government—such as property income and corporate gifts received by nonprofit institutions and employer contributions to private pension plans—are considered current income of persons and appear as part of personal income.

Another aspect of the accounting approach should be considered here. Since every transaction that is measured appears in identical form on opposite sides of two accounts, the timing of each transaction must be uniform as between the paying and re-

ceiving sector. Thus, in the compilation of the account for the business sector, corporate income taxes are charged to the year in which the profits against which they are levied are earned, as is customary in corporate accounting. Correspondingly, such taxes are shown as a government receipt in this same year, even though the government does not actually receive them until the following year. Employer and employee contributions for social insurance, similarly, are counted when the pay rolls on which they are computed are earned, and are shown as a government receipt for the same year.

### Aggregate Series

Systematic combination of entries from the five accounts yields a variety of aggregates which are useful in economic analysis of income and output. Five of the most generally employed series are shown in this article.

Table 7.—Personal income and disposition of income, selected years, 1929-46

(In millions)

Item	1929	1933	1937	1940	1941	1942	1943	1944	1945	1946
Personal income.....	\$85,127	\$46,629	\$73,976	\$78,347	\$95,308	\$122,159	\$149,432	\$164,915	\$171,590	\$177,217
Wage and salary receipts.....	50,023	28,673	45,382	48,929	60,907	80,515	103,489	114,901	115,202	109,225
Total employer disbursements.....	30,165	28,825	45,948	49,587	61,708	81,681	105,328	117,137	117,537	111,143
Less: Employee contributions for social insurance.....	142	182	566	658	801	1,166	1,839	2,236	2,316	1,918
Other labor income <sup>1</sup> .....	520	372	514	575	580	706	888	1,304	1,536	1,578
Proprietors' and rental income <sup>2</sup> .....	19,738	7,225	15,389	16,280	20,826	28,095	32,101	34,383	37,117	41,816
Dividends.....	5,823	2,066	4,693	4,049	4,465	4,297	4,477	4,689	4,765	5,614
Personal interest income.....	7,524	6,180	5,580	5,395	5,402	5,395	5,507	6,007	6,805	7,665
Transfer payments.....	1,499	2,113	2,418	3,119	3,119	3,151	2,970	3,631	6,185	11,319
Benefits from social insurance funds.....	116	192	286	1,003	588	948	758	867	1,869	2,502
Other government transfer payments.....	796	1,262	1,565	1,685	1,729	1,709	1,708	2,185	4,062	8,189
Direct relief.....	71	558	36	1,076	1,122	1,064	938	942	988	1,178
Federal.....	71	558	36	63	137	108	9			
State and local.....			787	1,013	985	956	929	942	988	1,178
Special types of public assistance.....		72	397	630	718	778	818	853	901	1,058
General assistance.....	71	486	390	383	267	178	111	89	87	120
Federal military pensions, disability, and retirement payments.....	443	456	434	476	474	475	491	648	1,013	1,678
Adjusted compensation benefits <sup>4</sup> .....	96	55	134	28	19	10	6	7	189	18
Muster-out payments to discharged servicemen <sup>5</sup> .....								230	1,403	2,131
Readjustment, self-employment, and subsistence allowances to veterans.....								5	142	2,727
Other Federal transfer payments <sup>6</sup> .....	111	102	82	19	32	81	195	284	215	247
Other State and local government transfer payments <sup>7</sup> .....	75	91	92	86	82	79	78	79	102	210
Business transfer payments.....	587	659	667	431	502	494	504	549	564	528
Corporate gifts to nonprofit institutions.....	32	27	33	38	58	98	139	206	213	175
Consumer bad debts.....	452	590	428	267	332	282	245	236	236	236
Other <sup>8</sup> .....	103	102	106	106	112	114	100	107	115	117
Less: Personal tax and nontax payments.....	2,643	1,464	2,921	2,604	3,293	5,962	17,815	18,904	20,878	18,789
Equals: Disposable personal income.....	82,484	45,165	71,055	75,743	92,015	116,197	131,617	146,011	150,712	158,428
Less: Personal consumption expenditures.....	78,761	46,346	67,121	72,052	82,255	90,835	101,626	110,417	121,698	143,670
Equals: Personal saving.....	3,723	-1,181	3,934	3,691	9,760	25,362	29,991	35,594	29,014	14,758

<sup>1</sup> See table 5 for components.

<sup>2</sup> Equals income of unincorporated enterprises and inventory valuation adjustment plus rental income of persons from table 5.

<sup>3</sup> Farm Security Administration grants and the value of free stamps issued under surplus food and cotton stamp provisions.

<sup>4</sup> Covers benefits under the World War Veterans Adjusted Compensation Act of May 19, 1924, as amended, and under the Adjusted Compensation Payment Act of Jan. 27, 1936. For January 1929-May 1936, represents largely net loans to veterans on the security of their adjusted service certificates from the U. S. Government life insurance fund and the adjusted service certificate fund; for June 1936-December 1946, consists almost entirely of cash redemptions by veterans of their adjusted service bonds. Also includes (1) payments to beneficiaries on certificates matured by death of veterans (1929-46); (2) adjusted service dependent pay, which comprises cash payments (negligible in amount) to

veterans and their beneficiaries where, under certain circumstances, no certificates were issued (1929-46); (3) payments to veterans in settlement of adjusted service certificates not covered by issuance of bonds (1936-46); and (4) payments to veterans holding certificates to maturity (1945-46).

<sup>5</sup> For 1946, includes \$51 million of enlisted men's cash terminal-leave payments.

<sup>6</sup> Military and naval insurance payments, payments to nonprofit institutions, profits of military post exchanges and ships' stores and services, and payments under the Panama Canal Construction Annuity Act.

<sup>7</sup> Veterans' aid and bonuses, payments for the care of foster children in private family homes, and payments to nonprofit institutions.

<sup>8</sup> Cash prizes, unrecovered thefts from business of cash and capital assets, and personal-injury payments from business other than payments to employees.

Source: U. S. Department of Commerce, Office of Business Economics.



Table 8.—Relation of gross national product, national income, and personal income, selected years, 1929-46

[In millions]

Item	1929	1933	1937	1940	1941	1942	1943	1944	1945	1946
Gross national product.....	\$103,828	\$55,760	\$90,213	\$100,477	\$125,294	\$150,628	\$192,573	\$210,551	\$213,120	\$203,679
Less: Capital consumption allowances.....	8,816	7,245	7,972	8,440	9,294	9,935	10,585	11,773	12,085	11,040
Equals: Net national product.....	95,012	48,515	82,241	92,037	116,000	140,693	181,988	198,778	201,035	192,639
Plus: Subsidies minus current surplus of government enterprises.....	-147	18	60	420	102	150	183	659	775	843
Less: Indirect business tax and nontax liability.....	7,003	7,055	9,157	10,021	11,296	11,813	12,685	14,029	15,339	16,851
Business transfer payments.....	587	639	567	431	502	494	504	549	584	528
Statistical discrepancy.....	-60	1,235	-1,050	688	470	1,050	720	2,599	3,090	-2,101
Equals: National income.....	87,355	39,584	73,627	81,347	103,834	136,486	168,202	182,260	182,808	178,204
Less: Undistributed corporate profits, corporate inventory valuation adjustment, and corporate profits tax liability.....	4,467	-4,047	1,473	5,128	10,150	15,527	19,215	18,797	14,924	10,837
Contributions for social insurance.....	243	285	1,800	2,282	2,784	3,468	4,516	5,172	6,140	5,990
Excess of wage accruals over disbursements.....	0	0	0	0	6	0	209	-193	14	-30
Plus: Net interest paid by government.....	983	1,170	1,204	1,291	1,289	1,517	2,140	2,800	3,675	4,491
Government transfer payments.....	912	1,454	1,851	2,688	2,617	2,657	2,456	3,082	5,621	10,791
Business transfer payments.....	587	659	567	431	502	494	504	549	584	528
Equals: Personal income.....	85,127	46,629	73,976	78,347	95,308	122,159	149,432	164,915	171,590	177,217

Source: U. S. Department of Commerce, Office of Business Economics.

Tables 5 to 7 show the national income, gross national product, and personal income, respectively. Table 7 also introduces the fourth important series, disposable personal income, which is obtained by deducting from personal income the personal tax and nontax payments to government. Table 8 shows the fifth series, net national product, and also the relationship among four of these aggregates.

Each series has important and varied applications. The following abbreviated definitions may assist the reader to understand each and to use it correctly.

**Gross national product** is the market value of the output of goods and services produced by the Nation's economy, before deduction of depreciation charges and other allowances for business and institutional consumption of durable capital goods. Other business products used up by

business in the accounting period are excluded.

**Net national product** is the market value of the net output of goods and services produced by the Nation's economy. All business products used up by business in the accounting period are excluded to avoid duplication.

**National income** is the aggregate earnings of labor and property which arise from the current production of goods and services by the Nation's economy. Thus, it measures the total factor costs of the goods and services produced by the economy. The Nation's economy in this context refers to the labor and property supplied by residents of the Nation.

**Personal income** is the current income received by persons from all sources, inclusive of transfers from government and business but exclusive of transfers among persons. Not only individuals (including owners of unincorporated enterprises) but non-

profit institutions, private trust funds, and private pension and welfare funds are classified as "persons."

**Disposable income** is the income remaining to persons after deduction of personal tax and other payments to general government.

In addition to the tables presenting the principal aggregates, table 9, which shows the sources and uses of gross saving, is generally considered to be one of the national income tables which are most useful for general economic analysis. Its content corresponds to that of the consolidated capital account for the economy described above.

#### Social Insurance Funds

Of special interest to students of social security are discussions of how two types of institutions, social insurance funds and private life insurance companies, and two groups of transactions, "Transfer payments"

Table 9.—Sources and uses of gross savings, selected years, 1929-46

[In millions]

Item	1929	1933	1937	1940	1941	1942	1943	1944	1945	1946
Gross private saving.....	\$15,528	\$2,728	\$10,817	\$15,039	\$21,828	\$40,209	\$46,567	\$54,657	\$47,853	\$25,903
Personal saving.....	3,723	-1,181	3,934	3,691	9,760	25,362	29,991	35,594	29,014	14,758
Undistributed corporate profits.....	2,597	-2,428	-8	2,398	4,921	5,136	5,886	5,239	4,174	6,925
Corporate inventory valuation adjustment.....	472	-2,143	-31	-148	-2,617	-1,274	-824	-355	-533	-4,689
Capital consumption allowances.....	8,816	7,245	7,972	8,440	9,294	9,935	10,585	11,773	12,085	11,040
Excess of wage accruals over disbursements.....	0	0	0	0	0	0	209	-193	14	-30
Statistical discrepancy.....	-80	1,235	-1,050	688	470	1,050	720	2,599	3,090	-2,101
Gross investment.....	16,595	1,456	11,502	14,492	18,335	9,123	2,346	3,559	8,304	29,355
Gross private domestic investment.....	15,824	1,306	11,440	12,983	17,211	9,330	4,591	5,658	9,058	24,582
Net foreign investment.....	771	150	62	1,509	1,124	-207	-2,245	-2,099	-754	4,773
Government deficit (+) or surplus (-) on income and product transactions.....	-1,067	1,272	-685	547	3,493	31,086	44,221	51,098	39,549	-3,452
Social insurance funds.....	-163	-144	-1,576	-1,340	-1,958	-2,637	-3,895	-4,542	-4,937	-3,503
Other Government activities.....	-904	1,410	891	1,887	5,449	33,723	48,116	55,640	44,486	351

Source: U. S. Department of Commerce, Office of Business Economics.

and "Other labor income," enter into the national income and related tables.

As has already been pointed out, social insurance funds are included in the government account. However, the Commerce Department report presents a special table for social insurance funds, shown here after adaptation as table 10. The unifying characteristic of the funds in this category is that they are all government administered. It would be clearly inappropriate to include any privately administered funds in the government sector.

For consistency with the geographical coverage of national income statistics, the data in table 10 refer to the continental United States only.

Employer and employee contributions are considered earnings accruing to labor in the time period in which they are earned and as part of the cost of hiring labor in that period. Under several of the programs the government does not actually receive the contributions until one-quarter year later. In the national income table, employer contributions appear under the heading, "Supplements to

wages and salaries," while employee contributions are included in wages and salaries. Contributions for social insurance are also included, implicitly, in the gross and net national product series, since they are a part of the market value of the Nation's output. They are not, however, counted in measuring personal income because they are not received by persons as current income. In table 7, employer contributions are simply omitted, while employee contributions are deducted from employer disbursements of wages and salaries to obtain the personal income component, "Wage and salary receipts."

The item "Transferred to general government" measures the difference between contributions for social insurance and the amounts actually made available to the funds for benefit payments. For the most part, it represents budgetary allocations to defray the administrative expenses of the social insurance funds. The actual administrative expenses appear as part of government purchases of goods and services in table 6.

Investment income of social insurance funds is almost entirely in the

form of interest received from government. As such, it is a transaction *within* the government sector of the economy and does not appear in the aggregate tables.

Benefit payments include all payments from the funds to persons, whether in the form of periodic payments, lump sums, or refunds. Since such benefit payments measure amounts received but not earned by persons in the period in which they are disbursed, their treatment is exactly opposite from that of contributions for social insurance. They are included in personal income, under the general heading of "Transfer payments," but are excluded from national income and gross and net national product.

The last line in table 10, "Surplus or deficit," measures the difference between the receipts and expenditures of social insurance funds. It appears in table 9 as a component of the government deficit or surplus on income and product transactions. (A surplus is shown as a "plus" in table 6 and as a "minus" in table 9.) Since social insurance funds showed a surplus in every year from 1929 to 1946, their

Table 10.—Social insurance funds, selected years, 1929–46

[In millions]

Item	1929	1933	1937	1940	1941	1942	1943	1944	1945	1946
Contributions for social insurance.....	\$243	\$265	\$1,800	\$2,282	\$2,784	\$3,468	\$4,516	\$5,172	\$6,140	\$5,990
Employee contributions.....	142	152	566	658	801	1,166	1,839	2,236	2,335	1,918
Old-age and survivors insurance.....			288	329	419	532	625	648	630	671
State unemployment insurance.....			32	44	56	74	88	90	85	40
Railroad retirement insurance.....			62	67	80	98	129	140	140	163
Federal civilian employee retirement systems.....	29	30	37	50	66	159	257	282	295	293
State and local employee retirement systems.....	47	63	86	112	118	120	128	139	180	160
Cash sickness compensation funds <sup>1</sup> .....						2	5	5	4	5
Government life insurance <sup>2</sup> .....	60	59	61	56	65	181	607	932	1,031	616
Employer contributions.....	101	133	1,234	1,624	1,983	2,302	2,677	2,936	3,805	4,072
Old-age and survivors insurance.....			288	329	419	532	625	648	630	671
State unemployment insurance.....			588	813	1,011	1,089	1,246	1,177	1,008	877
Federal unemployment tax.....			89	98	124	161	183	184	177	185
Railroad retirement insurance.....			62	67	80	98	129	140	140	163
Railroad unemployment insurance.....				67	80	99	118	129	130	140
Federal civilian employee retirement systems.....	21	22	63	93	102	109	147	191	227	240
State and local employee retirement systems.....	72	107	141	165	165	185	202	212	225	235
Government life insurance <sup>3</sup> .....	8	4	3	2	2	29	27	255	1,268	1,561
Less: Transferred to general government.....	1	2	135	150	189	176	216	186	207	265
Equals: Retained by social insurance funds.....	242	263	1,665	2,132	2,595	3,292	4,300	4,986	5,933	5,725
Plus: Investment income.....	37	53	197	211	249	293	353	443	573	690
Equals: Net receipts.....	279	316	1,862	2,343	2,844	3,585	4,653	5,429	6,506	6,405
Less: Benefit payments.....	116	192	286	1,083	888	948	758	567	1,569	2,602
Old-age and survivors insurance benefits.....			1	40	94	137	172	218	287	387
State unemployment insurance benefits.....			2	518	344	344	80	62	446	1,095
Railroad retirement insurance benefits.....			40	118	124	128	132	137	146	159
Railroad unemployment insurance benefits.....				16	14	6	1	1	2	40
Federal civilian pensions.....	18	42	63	73	78	83	93	130	183	348
State and local employee pensions.....	72	110	144	163	175	194	210	218	228	240
Cash sickness compensation <sup>4</sup> .....							3	8	8	5
Government life insurance benefits <sup>5</sup> .....	26	40	36	75	59	56	67	116	272	328
Equals: Surplus (+) or deficit (—).....	163	144	1,576	1,340	1,956	2,637	3,895	4,842	4,937	3,803

<sup>1</sup> Represents employee contributions in Rhode Island only.

<sup>2</sup> Premium payments to U. S. Government life insurance fund and national service life insurance fund.

<sup>3</sup> Government contributions to U. S. Government life insurance fund and national service life insurance fund.

<sup>4</sup> Represents payments in Rhode Island only.

<sup>5</sup> Payments from U. S. Government life insurance fund and national service life insurance fund.

Source: U. S. Department of Commerce, Office of Business Economics.

inclusion in government has made the consolidated government deficit smaller, or the surplus larger, than it otherwise would have been. Because of the classification of social insurance funds in the government sector, personal saving (shown in tables 7 and 9) does not include the "saving" of social insurance funds.

### Transfer Payments

Transfer payments consist of monetary income received by persons from government and business (other than government interest) for which no services are rendered currently.<sup>1</sup> In

<sup>1</sup> Although they do not conform exactly to this general description, consumer bad debts to business are considered, for technical

reasons, as transfer payments from business to persons. table 7, transfer payments have been grouped in three categories. The first, benefits from social insurance funds, was discussed in the preceding section. The second category covers all other government transfer payments. It consists chiefly of direct relief payments (work relief wages are considered to be earned income and are counted as part of wages and salaries), of veterans' benefits, and of government payments to nonprofit organizations (including tuition payments to nonprofit schools under the GI Bill). Like social insurance benefits, these "Other" government transfer payments are included in personal

income but excluded from national income and gross and net national product.

The third category, business transfer payments, embraces miscellaneous business payments to persons (including corporate gifts to nonprofit organizations) which do not represent payment for services. Business transfer payments, like government transfers, are included in personal income and excluded from national income. Since they are covered by the market value of private production, however, they are implicitly included in gross and net national product.

It should be noted that transfer payments, unlike components of the national income, are so defined that

Table 11.—Contributions and taxes under selected social insurance and related programs, by specified period, 1945-47

[In thousands]

Period	Retirement, disability, and survivors insurance			Unemployment insurance		
	Federal insurance contributions <sup>1</sup>	Federal civil-service contributions <sup>2</sup>	Taxes on carriers and their employees	State unemployment contributions <sup>3</sup>	Federal unemployment taxes <sup>4</sup>	Railroad unemployment insurance contributions
<b>Fiscal year:</b>						
1945-46	\$1,238,218	\$528,049	\$282,610	\$1,000,091	\$179,930	\$129,126
1946-47	1,459,492	481,448	380,057	1,001,504	184,823	141,750
<b>4 months ended:</b>						
October 1945	406,470	348,338	70,642	452,202	19,385	32,874
October 1946	424,953	304,484	87,551	347,946	15,601	36,154
October 1947	481,101	322,153	139,518	402,591	14,814	34,662
<b>1945</b>						
October	69,952	16,410	2,137	92,214	2,213	138
November	276,193	23,754	4,720	110,690	9,325	1,159
December	7,185	23,028	77,772	10,097	789	34,776
<b>1947</b>						
January	42,263	21,551	1,499	91,516	14,399	29
February	266,183	21,218	4,927	125,902	115,847	1,137
March	25,377	20,653	76,784	6,286	12,044	34,175
April	69,005	23,936	2,908	110,021	3,549	351
May	340,382	19,761	12,185	191,462	11,924	1,481
June	7,950	23,064	112,011	7,584	1,347	32,487
July	72,390	16,422	5,997	117,366	2,054	104
August	329,258	266,514	13,018	171,248	9,409	1,776
September	13,861	18,951	116,289	6,225	2,790	29,115
October	65,592	20,267	4,214	107,752	561	3,667

<sup>1</sup> Represents contributions of employees and employers in employments covered by old-age and survivors insurance.

<sup>2</sup> Represents employee and Government contributions to the civil-service, Canal Zone, and Alaska Railroad retirement and disability funds; in recent years Government contributions are made in 1 month for the entire fiscal year.

<sup>3</sup> Represents deposits in State clearing accounts of contributions plus penalties and interest collected from employers and, through April 1946, contributions from employees in 4 States; employee contributions beginning May 21, 1946, in California and beginning July 1, 1946, in Rhode Island, are deposited in the respective State sickness insurance funds. Data reported by State agencies; corrected to Nov. 25, 1947.

<sup>4</sup> Represents taxes paid by employers under the Federal Unemployment Tax Act.

<sup>5</sup> Represents August contributions of \$19.6 million from employees, and contributions for fiscal year 1947-48 of \$24.5 million from the Federal Government and \$1.5 million from the District of Columbia for certain District Government employees.

Source: Daily Statement of the U. S. Treasury, unless otherwise noted.

Table 12.—Federal appropriations and expenditures under Social Security Administration programs, by specified period, 1946-48

[In thousands]

Item	Fiscal year 1946-47		Fiscal year 1947-48	
	Appropriations <sup>1</sup>	Expenditures through October 1946 <sup>2</sup>	Appropriations <sup>1</sup>	Expenditures through October 1947 <sup>3</sup>
<b>Total</b>	\$1,180,088	\$403,511	\$1,301,937	\$461,559
<b>Administrative expenses</b>	38,733	15,624	42,425	18,631
Federal Security Agency, Social Security Administration <sup>4</sup>	38,583	12,629	42,325	14,603
Department of Commerce, Bureau of the Census	150	48	100	33
Department of the Treasury <sup>5</sup>	(9)	3,148	(9)	3,995
<b>Grants to States</b>	715,773	252,559	715,612	282,873
<b>Unemployment insurance administration</b>	58,109	28,331	65,612	21,639
Old-age assistance	619,000	172,330	625,000	195,735
Aid to the blind		5,224		5,862
Aid to dependent children		36,724		51,833
Maternal and child health services		1,944		2,875
Services for crippled children	\$11,000	1,847	11,000	2,212
Child welfare services	\$7,500	1,607	7,500	1,718
Emergency maternity and infant care	\$3,500	824	3,500	1,199
<b>Benefit payments, old-age and survivors insurance</b>	742,582	713,127	843,000	716,055
Reconversion unemployment benefits for seamen			900	(9)

<sup>1</sup> Excludes unexpended balance of appropriations for preceding fiscal year.

<sup>2</sup> Includes expenditures from unexpended balance of appropriations for preceding fiscal year.

<sup>3</sup> Appropriations and expenditures for salaries and allotments, and expenditures for printing and binding, penalty mail, and traveling expenses.

<sup>4</sup> Amounts expended by the Treasury in administering title II of the Social Security Act and the Federal Insurance Contributions Act, reimbursed from old-age and survivors insurance trust fund to general fund of the Treasury.

<sup>5</sup> Not available because not separated from appropriations for other purposes.

<sup>6</sup> Maximum grants authorized by Social Security Act Amendments of 1946; actual appropriations were \$12,705,000, \$8,467,500, and \$4,127,500.

<sup>7</sup> Actual payments from old-age and survivors insurance trust fund.

<sup>8</sup> Estimated expenditures as shown in 1947-48 budget.

<sup>9</sup> Not available.

Source: Federal appropriation acts and 1947-48 budget (appropriations); Daily Statement of the U. S. Treasury and reports from administrative agencies (expenditures).

they cannot include income in kind, such as relief in kind or the value of free public education. At first sight, this treatment may seem inconsistent. It is, however, an essential distinction. If transfer payments in kind were measured, it would be extremely difficult to draw a line between government transfer payments and government purchases of goods and services. All government services in behalf

of the community might be "transferred" to persons, requiring for consistency a corresponding transfer of government expenditures for goods and services to personal consumption expenditures. But while it might be desirable for some analytical purposes to merge or redefine the two, it is essential for most purposes that government purchases of goods and services and personal consumption expendi-

tures be maintained as distinct categories.

### Other Labor Income

"Other labor income" consists of current payments, other than wages and salaries, made to employees as compensation for their services. Throughout the tables, this item is handled in the same fashion as wage and salary receipts. It is included explicitly in national income and personal income and implicitly in gross and net national product. The two "Other labor income" items of greatest interest in the present discussion are employer contributions to private pension and welfare funds and compensation for injuries (table 5). The former is the only item in the tables which explicitly mentions private pension and welfare plans, but it should be borne in mind when table 7 is used that such funds are defined as persons and, consequently, not only their receipts from business in the form of employer contributions but also their property income receipts are included in personal income, along with the receipts of individuals. Their savings appear as part of personal saving.<sup>4</sup> Employee contributions and benefit payments do not appear, since they are transfers among persons.

"Compensation for injuries," shown in table 5, exceeds the figures for workmen's compensation shown on page 38 of this issue, because the former includes payments to railroad workers not covered by workmen's compensation laws. Both series include medical benefits.

Since both workmen's compensation insurance carriers (including State funds, which are treated as government enterprises) and the insured

<sup>4</sup> "Employer contributions to private pension and welfare funds" includes contributions not only to employer-administered and union-management-administered funds, but also contributions to plans administered by life insurance companies, which are classified in the business sector. In the case of plans administered by life insurance companies, it is necessary to visualize the employer as, in effect, paying the contribution to the employee, who, in turn, pays the annuity or insurance premium. Data for the various types of plans cannot be statistically segregated, but their combination causes no error in the aggregates.

Table 13.—Federal insurance contributions and Federal unemployment taxes, by internal revenue collection district, July–September, 1947 and 1946<sup>1</sup>

Internal revenue collection district in—	July–September 1947			July–September 1946		
	Total	Insurance contributions <sup>2</sup>	Unemployment taxes <sup>2</sup>	Total	Insurance contributions <sup>2</sup>	Unemployment taxes <sup>2</sup>
Total.....	\$427,026.5	\$414,025.9	\$13,000.6	\$368,387.5	\$354,999.4	\$13,388.1
Alabama.....	4,006.0	4,009.4	86.6	3,300.2	3,201.3	98.9
Arizona.....	933.9	929.9	4.1	777.5	771.4	6.1
Arkansas.....	1,373.7	1,360.4	13.3	1,159.3	1,142.4	16.9
California (2 districts).....	31,261.6	30,552.9	708.8	17,761.5	16,996.8	764.7
Colorado.....	2,534.6	2,462.0	72.6	2,094.2	2,029.1	65.0
Connecticut.....	8,268.1	8,079.9	188.1	7,031.2	6,849.9	181.3
Delaware.....	2,826.3	2,772.3	54.0	2,464.8	2,333.9	130.9
Florida.....	3,967.1	3,915.6	71.5	3,451.0	3,405.5	45.5
Georgia.....	4,976.8	4,833.7	143.1	4,533.8	4,407.8	125.9
Hawaii.....	1,026.3	1,012.6	13.7	825.6	812.8	12.8
Idaho.....	877.0	872.3	4.7	697.5	693.3	4.1
Illinois (2 districts).....	39,361.4	37,733.9	1,627.5	42,939.0	41,384.9	1,554.2
Indiana.....	8,130.7	8,007.6	123.1	6,653.6	6,555.4	98.2
Iowa.....	3,622.6	3,563.9	58.7	3,062.0	3,021.6	40.4
Kansas.....	2,190.1	2,159.7	39.4	1,880.4	1,837.1	43.3
Kentucky.....	3,260.0	3,218.2	41.8	2,594.6	2,554.7	39.9
Louisiana.....	3,466.5	3,411.6	54.9	3,045.4	2,980.8	64.5
Maine.....	1,530.7	1,511.9	18.8	1,444.1	1,423.1	21.0
Maryland (including Dist. of Col.).....	7,104.8	6,968.3	136.5	6,281.7	6,133.8	127.8
Massachusetts.....	16,854.4	16,446.7	407.7	15,429.3	15,006.8	422.5
Michigan.....	27,437.5	26,223.2	1,214.3	23,152.1	21,814.7	1,337.5
Minnesota.....	6,439.2	6,302.1	137.1	5,317.2	5,183.0	134.2
Mississippi.....	1,308.1	1,299.5	8.6	1,134.7	1,125.2	9.5
Missouri (2 districts).....	10,849.1	10,541.7	307.3	9,270.0	9,181.6	88.4
Montana.....	688.9	675.2	13.7	551.8	541.6	10.2
Nebraska.....	2,016.3	1,955.2	61.1	1,730.7	1,685.1	45.6
Nevada.....	380.0	374.4	5.6	329.1	327.4	1.7
New Hampshire.....	1,219.7	1,207.4	12.3	1,043.0	1,021.7	21.3
New Jersey (2 districts).....	14,030.6	13,573.5	457.1	13,385.2	12,869.4	515.7
New Mexico.....	589.6	578.9	10.6	475.5	468.9	6.6
New York (6 districts).....	85,163.8	81,833.3	3,250.5	76,343.2	72,838.9	3,504.3
North Carolina.....	5,729.8	5,623.4	106.4	4,880.4	4,761.1	119.3
North Dakota.....	398.9	386.6	2.3	319.3	316.3	3.0
Ohio (4 districts).....	29,736.7	28,739.3	997.4	24,757.9	23,798.8	959.1
Oklahoma.....	3,529.9	3,414.0	115.9	2,993.7	2,895.6	98.1
Oregon.....	3,640.3	3,590.2	41.1	3,054.9	2,999.8	55.2
Pennsylvania (3 districts).....	39,586.3	38,042.3	1,544.1	32,832.6	31,119.0	1,713.5
Rhode Island.....	2,671.6	2,646.5	25.0	2,389.0	2,367.5	21.5
South Carolina.....	2,489.9	2,440.7	49.2	2,088.0	2,052.1	35.7
South Dakota.....	466.6	463.7	2.9	381.0	378.4	2.7
Tennessee.....	4,359.4	4,301.8	57.6	3,925.9	3,863.9	61.9
Texas (2 districts).....	11,485.0	11,289.4	195.7	9,809.3	9,593.4	215.9
Utah.....	1,101.1	1,091.0	10.1	831.4	818.0	13.4
Vermont.....	627.9	619.9	8.0	562.7	554.5	8.2
Virginia.....	4,825.3	4,697.1	128.2	3,883.5	3,758.6	124.9
Washington (including Alaska).....	5,902.7	5,773.7	129.0	5,265.1	5,112.1	153.1
West Virginia.....	3,437.8	3,381.9	55.9	2,658.3	2,613.6	44.7
Wisconsin.....	5,934.5	5,737.8	196.7	7,317.3	7,107.0	210.3
Wyoming.....	348.5	340.6	8.0	278.1	269.5	8.6

<sup>1</sup> Data are based on warrants covered by the Bookkeeping and Warrants Division of the Treasury Department and therefore differ slightly from tax receipts in table 11, which are based on the *Daily Statement of the U. S. Treasury*. Amounts listed in this table represent collections made in internal revenue collection districts in the respective States and covered into the Treasury. The amount received by a particular district does not necessarily represent taxes paid with respect to employment

within the State in which that district is located.

<sup>2</sup> Tax effective Jan. 1, 1937, payable by employers and employees.

<sup>3</sup> Tax effective Jan. 1, 1936, payable by employers only. Excludes amounts collected under State unemployment insurance laws and deposited in State unemployment funds.

Source: Treasury Department, Bureau of Accounts.



companies are in the business sector, premiums for such insurance cancel and do not appear in the accounts or tables.

### Private Life Insurance Companies

Private life insurance companies, as might be expected, are classified in the business sector of the economy. However, their transactions differ fundamentally from those of the ordinary business enterprise and re-

quire special treatment in national income accounting. Explanation of the concepts and rationale underlying this treatment is beyond the scope of this summary, but an outline of the procedures followed should prove helpful.

The Department of Commerce includes, in net interest in the national income and in personal interest income in personal income, an imputed item equal to the property income re-

ceived by life insurance companies. It also includes in personal consumption expenditures an item equal to the operating expenses of such companies. Premium payments and payments to policyholders do not enter into the national income tables because they are considered as transactions changing the form in which individuals' assets are held (like depositing or withdrawing money from the bank) rather than as expenditures or income.

Table 14.—Federal grants to States under the Social Security Act: Checks issued by the Treasury Department through September of fiscal years 1946-47 and 1947-48

[In thousands]

State	Fiscal year 1946-47 through September, total	Fiscal year 1947-48 through September							
		Total	Old-age assistance	Aid to dependent children	Aid to the blind	Unemployment insurance administration	Maternal and child health services	Services for crippled children	Child welfare services
Total.....	\$180,106.7	\$215,338.9	\$150,525.8	\$39,434.4	\$4,366.1	\$16,385.7	\$1,901.4	\$1,364.2	\$1,361.2
Alabama.....	2,152.8	2,052.4	1,977.6	595.1	41.0	184.2	95.5	44.1	15.0
Alaska.....	141.9	250.1	162.4	28.5	(1)	38.1	13.5	7.8	1.8
Arizona.....	1,283.9	1,634.1	1,100.3	311.3	68.2	65.3	51.2	25.0	12.7
Arkansas.....	1,430.9	2,359.3	1,588.0	477.8	61.7	128.8	69.9	27.0	16.1
California.....	17,700.4	17,904.0	13,776.4	1,198.2	518.5	2,244.9	31.6	60.7	67.7
Colorado.....	3,525.9	3,592.5	3,128.0	386.0	27.0	51.1	3.6	0	16.8
Connecticut.....	1,522.6	1,794.7	1,233.0	244.2	10.2	264.4	13.0	13.0	17.0
Delaware.....	128.4	156.8	52.2	30.3	10.2	39.3	7.8	3.6	13.6
District of Columbia.....	311.1	460.6	146.9	153.9	14.8	106.5	14.1	20.6	3.8
Florida.....	3,900.2	6,472.5	4,502.9	1,463.6	237.4	108.4	44.8	15.7	30.7
Georgia.....	2,887.8	3,448.6	2,608.3	424.7	83.6	170.2	77.2	30.1	54.5
Hawaii.....	303.8	329.5	121.4	132.9	4.8	33.9	12.7	22.1	1.7
Idaho.....	945.2	973.7	699.2	149.9	13.9	74.2	13.8	11.8	10.9
Illinois.....	10,620.3	14,190.6	10,315.1	2,476.0	417.9	902.4	13.6	47.9	17.8
Indiana.....	4,074.8	3,597.3	2,573.9	580.9	111.8	249.3	25.1	25.1	31.1
Iowa.....	3,406.0	3,680.7	3,073.7	314.0	87.7	104.3	8.6	32.9	59.4
Kansas.....	2,272.7	2,903.8	2,281.4	460.7	74.4	119.0	36.4	13.5	8.5
Kentucky.....	1,630.7	2,836.7	1,710.6	715.4	65.1	162.0	74.5	45.8	63.6
Louisiana.....	3,001.1	4,979.0	3,191.2	1,337.1	115.7	203.4	85.0	24.8	21.9
Maine.....	1,342.9	1,401.5	1,052.0	174.2	47.0	76.7	28.8	17.5	5.4
Maryland.....	1,303.3	1,800.4	785.4	613.3	33.5	270.7	50.5	32.7	14.3
Massachusetts.....	7,791.9	8,804.0	6,593.9	1,128.0	108.4	870.2	58.6	27.3	19.6
Michigan.....	8,335.6	11,593.7	8,224.5	2,315.2	135.3	811.6	57.4	49.7	0
Minnesota.....	4,306.0	5,766.6	4,492.8	799.5	108.2	234.8	23.1	44.6	63.7
Mississippi.....	1,490.5	2,063.0	1,407.2	314.7	97.5	66.2	74.3	43.8	59.2
Missouri.....	8,421.8	10,497.9	8,643.3	1,509.7	(2)	268.8	13.6	5.8	56.7
Montana.....	890.6	1,206.0	864.7	202.4	40.8	59.1	8.4	7.1	23.4
Nebraska.....	2,096.6	2,145.7	1,711.5	291.9	32.4	51.0	12.5	17.9	28.5
Nevada.....	202.4	217.3	158.2	(1)	(2)	40.7	7.5	4.5	6.4
New Hampshire.....	85.5	635.5	461.0	99.4	20.6	61.9	20.8	7.0	14.6
New Jersey.....	2,279.6	2,901.9	1,511.3	374.5	44.8	867.0	39.3	41.2	23.8
New Mexico.....	802.0	652.1	332.2	200.5	13.0	43.3	39.0	13.3	10.8
New York.....	13,575.2	15,207.8	7,876.9	4,066.8	306.5	2,810.4	52.8	41.3	53.1
North Carolina.....	1,760.2	3,239.1	1,951.4	722.3	160.6	251.1	43.1	49.8	60.8
North Dakota.....	731.1	947.9	718.5	164.9	11.5	18.7	0	16.4	17.8
Ohio.....	8,911.2	10,175.9	7,924.7	1,064.0	238.7	741.5	116.1	41.7	40.1
Oklahoma.....	8,722.3	10,151.4	7,116.4	2,610.8	189.0	122.2	20.3	42.8	49.8
Oregon.....	2,450.0	2,161.4	1,601.9	258.2	29.6	233.5	12.4	11.3	14.6
Pennsylvania.....	9,583.0	13,169.2	6,799.3	4,815.3	(2)	1,409.0	70.5	40.2	34.8
Puerto Rico.....	101.7	212.6	(2)	(2)	(2)	(2)	136.3	33.6	42.7
Rhode Island.....	804.3	917.0	553.9	204.4	9.9	105.9	12.4	24.2	6.5
South Carolina.....	1,241.6	1,889.4	1,247.6	350.8	58.3	78.7	60.4	48.4	45.1
South Dakota.....	861.5	912.1	696.2	149.8	12.5	18.0	11.7	14.0	9.8
Tennessee.....	2,412.8	3,594.1	1,987.8	1,227.2	98.5	207.8	43.3	20.8	8.5
Texas.....	12,956.6	11,798.1	9,963.1	994.8	318.1	344.2	92.0	25.7	60.3
Utah.....	1,322.7	1,177.0	837.5	211.5	11.4	75.0	9.3	21.8	9.4
Vermont.....	362.4	600.8	441.1	81.1	15.6	39.1	7.5	6.9	9.5
Virgin Islands.....	(2)	43.4	(2)	(2)	(2)	(2)	29.9	10.4	3.1
Virginia.....	882.3	1,187.4	572.7	352.7	49.5	130.5	20.7	47.2	14.0
Washington.....	7,655.3	6,161.4	4,897.0	714.2	42.9	420.3	43.3	27.0	16.6
West Virginia.....	1,433.0	2,396.8	1,121.0	1,016.6	63.2	167.4	0	9.4	19.1
Wisconsin.....	3,351.8	4,678.0	3,448.5	907.5	107.5	143.2	1.2	40.1	28.0
Wyoming.....	399.1	388.0	280.7	39.5	7.4	36.7	4.6	1.3	8.8

<sup>1</sup> Does not administer aid to the blind.

<sup>2</sup> No plan approved by the Social Security Administration.

Source: Compiled from data furnished by the Bureau of Accounts, Treasury Department.

Table 15.—*Status of the old-age and survivors insurance trust fund, by specified period, 1937-47*  
[In thousands]

Period	Receipts		Expenditures		Assets			
	Transfers and appropriations to trust fund <sup>1</sup>	Interest received	Benefit payments	Administrative expenses	Net total of U. S. Government securities acquired <sup>2</sup>	Cash with disbursing officer at end of period	Credit of fund account at end of period	Total assets at end of period
Cumulative, January 1937-October 1947.....	\$10,200,808	\$849,050	\$1,689,633	\$246,393	\$9,000,334	\$64,775	\$48,722	\$9,113,831
Fiscal year:								
1945-46.....	1,238,218	147,766	320,510	37,427	1,002,453	49,167	43,527	7,641,428
1946-47.....	1,459,492	163,466	425,582	40,788	1,193,600	48,376	7,305	8,798,015
4 months ended:								
October 1945.....	406,470	9,242	94,889	10,266	273,000	38,683	65,974	6,923,938
October 1946.....	424,953	9,301	135,127	11,244	280,000	46,303	54,273	7,929,310
October 1947.....	481,801	9,306	160,055	15,235	258,000	64,775	48,722	9,113,831
1946								
October.....	69,952	60	33,832	3,679	-10,000	46,303	54,273	7,929,310
November.....	276,193		33,529	3,268		44,652	295,320	8,168,707
December.....	7,185	11,238	33,587	3,741	280,000	51,845	19,222	8,149,801
1947								
January.....	42,263	33,665	34,164	4,019		52,393	56,420	8,187,547
February.....	266,183		35,574	3,905		51,597	283,920	8,414,252
March.....	25,377	9,242	37,138	3,927	240,000	45,306	40,766	8,407,806
April.....	69,005		38,817	3,767		46,880	65,512	8,434,226
May.....	340,382		38,651	3,327		33,322	360,574	8,732,630
June.....	7,950	100,020	38,995	3,590	423,600	48,376	7,305	8,798,015
July.....	* 73,090	64	39,314	3,854	-42,000	54,555	72,412	8,827,301
August.....	329,258		39,206	3,361		55,552	358,806	9,114,091
September.....	13,861	9,242	39,874	3,550	300,000	66,361	27,676	9,094,371
October.....	65,592		41,662	4,470		64,775	48,722	9,113,831

<sup>1</sup> Beginning July 1940, trust fund appropriations equal taxes collected under the Federal Insurance Contributions Act.  
<sup>2</sup> Includes accrued interest; minus figures represent net total of securities redeemed.

<sup>3</sup> Includes \$700,000 appropriated from the general fund of the Treasury.  
Source: *Daily Statement of the U. S. Treasury.*

Table 16.—*Status of the unemployment trust fund, by specified period, 1936-47*  
[In thousands]

Period	Total assets at end of period	Net total of U. S. Government securities acquired <sup>1</sup>	Unexpended balance at end of period	State accounts				Railroad unemployment insurance account			
				Deposits	Interest credited	Withdrawals <sup>2</sup>	Balance at end of period	Deposits	Interest credited	Benefit payments	Balance at end of period <sup>3</sup>
Cumulative, January 1936-October 1947.....	\$7,953,852	\$7,939,000	\$14,852	\$10,888,428	\$732,918	\$4,551,609	\$7,069,702	\$777,458	\$63,175	\$130,103	\$884,150
Fiscal year:											
1945-46.....	7,449,120	101,827	40,120	1,009,909	130,373	1,128,720	6,660,672	116,214	13,220	17,197	758,448
1946-47.....	7,869,044	443,000	17,044	1,005,273	131,410	817,817	7,009,547	127,576	15,469	51,657	850,498
4 months ended:											
October 1945.....	7,531,594	176,000	48,420	371,813	3,931	198,789	6,856,064	29,587	368	398	675,528
October 1946.....	7,491,752	55,000	27,752	288,418	3,620	286,560	6,706,150	32,538	396	15,194	785,602
October 1947.....	7,953,852	87,000	14,852	532,901	3,644	276,390	7,069,702	31,196	457	16,631	884,150
1946											
October.....	7,491,752	-25,000	27,752	42,045	161	462,357	6,706,150	124	18	3,794	785,602
November.....	7,591,949	100,000	27,949	154,350		51,620	6,808,880	1,042		3,576	783,069
December.....	7,585,255		21,255	16,824	4,603	55,367	6,774,940	31,299	522	4,597	810,315
1947											
January.....	7,609,624	15,000	30,624	37,189	56,708	70,436	6,798,401	28	6,597	5,756	811,223
February.....	7,714,173	100,000	35,173	173,982		65,416	6,906,967	1,022		5,132	807,206
March.....	7,683,489	-25,000	29,489	14,964	3,449	74,950	6,850,429	30,758	401	5,342	833,060
April.....	7,650,124	-25,000	21,124	42,575	212	71,141	6,822,075	317	25	5,353	828,049
May.....	7,831,181	175,000	27,181	249,282		65,811	7,005,546	1,332		3,803	825,635
June.....	7,869,044	48,000	17,044	17,600	62,827	76,516	7,009,547	29,239	7,528	2,904	850,498
July.....	7,823,505	-55,000	26,505	39,070	22	91,897	6,956,742	94	3	2,481	866,784
August.....	7,993,421	167,000	29,421	245,149		71,187	7,128,704	1,023		3,670	864,717
September.....	7,971,853	-10,000	17,852	12,785	3,448	59,598	7,085,339	26,179	413	4,795	880,514
October.....	7,953,852	-15,000	14,852	37,897	174	53,708	7,069,702	3,301	21	5,685	884,150

<sup>1</sup> Includes accrued interest; minus figures represent net total of securities redeemed.

<sup>2</sup> Includes transfers from State accounts to railroad unemployment insurance account amounting to \$107,161,000.

<sup>3</sup> Includes transfers from railroad unemployment insurance administration fund amounting to \$66,514,000.

<sup>4</sup> Includes withdrawals of \$15,200,000 for disability insurance benefits.

Source: *Daily Statement of the U. S. Treasury.*

The net effect of these procedures is that the summary national income and related tables, such as those shown here, are the same as they would be if life insurance companies

were classified in the personal account. The principal point to be noted is that personal saving includes increases in reserves of life insurance companies. Private life insurance is

treated in the summary tables just as private pension funds are, but not, of course, as is U. S. Government life insurance which is considered social insurance.

## Recent Publications in the Field of Social Security\*

**Social Security Administration**  
*Annual Report of the Federal Security Agency; Section 1, Social Security Administration, 1947.* Washington: U. S. Govt. Print. Off., 1947, pp. 1-167.

The annual report of the Social Security Administration for the fiscal year 1946-47 covers for the first time all programs now operating under the Social Security Act as well as the research and reporting functions of the Children's Bureau under the act creating that Bureau. The report reviews briefly the operations of all programs during the fiscal year and outlines specific recommendations for improving each program. It also presents the recommendations of the Social Security Administration for attaining the objectives of social security through a comprehensive system of contributory social insurance; a comprehensive program of public welfare, including public assistance and family and child welfare services; and a comprehensive program of health and welfare services for children and research in child life. A summary of the recommendations appears on pages 2-7 of this issue.

### General

**COUNCIL OF STATE GOVERNMENTS.**  
*Grants-in-aid and Other Federal Expenditures Within the States.* Rev. ed. Chicago: The Council, May 1947. 27 pp. \$1.  
Contains Federal grants-in-aid figures for the fiscal year ending June 30, 1946, and descriptions of new

grant programs enacted by the Seventy-ninth Congress.

**INTERNATIONAL LABOR OFFICE.** *Problems of Social Security.* New Delhi: The Office, 1947. 123 pp. (Preparatory Asiatic Regional Conference of the ILO, New Delhi, 1947. Report I.) 75 cents.

Considers the problem of social security for agricultural workers; examines the alternatives of social insurance and social assistance; and makes recommendations for the adoption of a social insurance program for wage earners, especially in urban areas, and also of a medical care program. Includes a report on social security provisions in certain Asiatic countries.

**INTERNATIONAL LABOR OFFICE.** *Programme of Action for the Enforcement of Social Standards Embodied in Conventions and Recommendations Not Yet Ratified or Accepted.* New Delhi: The Office, 1947. 106 pp. (Preparatory Asiatic Regional Conference of the ILO, New Delhi, 1947. Report III.) 75 cents.

A report prepared to provide the Conference with a basis of discussion; includes discussions of employment and unemployment, conditions of work, and employment of children and women.

**KRAUS, FRANTISEK.** "International Social Policy." *United Nations Weekly Bulletin*, Lake Success, N. Y., Vol. 3, Oct. 14, 1947, pp. 488-489. 15 cents.  
A survey by the Chairman of the United Nations Social Commission.

**PRESIDENT'S COMMITTEE ON CIVIL RIGHTS.** *To Secure These Rights.* Washington: U. S. Govt. Print. Off., 1947. 178 pp. \$1.

After a report on "serious civil rights violations in all parts of the country," the Committee considers what Government's appropriate role should be in securing these rights and makes recommendations for a "program of action."

**RAUBE, S. AVERY.** "Youth vs. Age." *Conference Board Management Record*, New York, Vol. 9, Oct. 1947, pp. 297-302.

Compares older and younger workers with respect to quantity and quality of production, cooperation, and dependability.

**U. S. DEPARTMENT OF THE INTERIOR.** *WAR AGENCY LIQUIDATION UNIT. People in Motion; the Postwar Adjustment of the Evacuated Japanese Americans.* Washington: U. S. Govt. Print. Off., 1947 (?). 270 pp. \$1.

### Maternal and Child Welfare

**BROMBACHER, NANCY J.** "Births, Infant Mortality and Maternal Mortality in the United States—1944." *Public Health Reports*, Washington, Vol. 62, Oct. 31, 1947, pp. 1555-1574. 10 cents.

**HOJER, KARL J.** *Sämhället Och Barnen.* Stockholm: P. A. Norstedt & Söner, 1946. 296 pp. \$3.50.

A study of society and the child with special emphasis on Sweden's legislation for the care and support of children.

**PATE, MAURICE.** "Sixty Million Hungry Children." *United Nations Weekly Bulletin*, Lake Success, N. Y., Vol. 3, Oct. 21, 1947, pp. 528-530. 15 cents.

The Executive Director of the International Children's Emergency Fund describes the work being done to save the children in war-torn areas.

**U. S. DEPARTMENT OF STATE.** *The International Children's Emergency Fund.* Washington: U. S. Govt. Print. Off., 1947. 6 pp. (United Nations Information Series 15.) 5 cents.

Discusses the creation of the International Children's Emergency Fund by the United Nations.

### Retirement and Old Age

**BLEIBERG, ROBERT M.** "Social Security Fund Going Broke as It Rises." *Barron's*, New York, Vol. 27, Nov. 3, 1947, pp. 7-8. 25 cents.

Presents arguments against freeing the tax for old-age and survivors insurance and urges sufficient increase to meet future obligations.

\* The inclusion of prices of publications in this list is intended as a service to the reader, but any orders must be directed to publishers or booksellers and not to the Social Security Administration or the Federal Security Agency. Federal publications for which prices are listed should be ordered from the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.

WILLIAMSON, W. R. "Social Insurance." *Journal of the American Association of University Teachers of Insurance*, Philadelphia, Vol. 14, Mar. 1947, pp. 84-93.

Outlines the history of old-age protection during the past 10 years and points out five specific limitations of the present old-age and survivors insurance program. This entire issue of the *Journal* is devoted to the Proceedings of the Association's eleventh annual meeting.

WILSON, ELIZABETH W. "Pensions or Jobs for the Aged?" *American Economic Security* (Chamber of Commerce of the U. S. A.), Washington, Vol. 4, Oct. 1947, pp. 16-20. 15 cents.

Emphasizes the importance of keeping able older workers in the labor market.

### Employment Security

CHAMBER OF COMMERCE OF THE UNITED STATES OF AMERICA. COMMITTEE ON ECONOMIC POLICY. *A Program for Sustaining Employment*. 2d ed. Washington: The Chamber, 1947. 32 pp. 10 cents.

Outlines means by which an adequate supply of job opportunities may be secured. Discusses in some detail experience rating in unemployment insurance and also all types of unemployment, with special emphasis on cyclical unemployment.

INTERNATIONAL LABOR OFFICE. *Year Book of Labour Statistics, 1945-1946*. Montreal: The Office, 1947. 284 pp. \$3.75.

A summary of the principal labor statistics of 60 countries covering a 2-year period. Adds three new tables: (1) distribution of employed persons according to industries, (2) estimated per capita consumption of certain foods, and (3) number of strikes and lock-outs, workers involved, and time lost in industrial disputes, classified by industries. Includes figures previously unavailable because of the wartime statistical black-out.

PAGE, ERIC W. "The Employment of the Blind in Unsheltered Occupations." *Outlook for the Blind and the Teachers Forum*, Richmond, Va., Vol. 41, Oct. 1947, pp. 211-224. 15 cents.

The development of unsheltered employment of the blind in England.

PETERSON, FLORENCE. *Survey of Labor Economics*. New York: Harper and Brothers, 1947. 843 pp. \$4.

A text for a college survey course. Part four, on social security, discusses

existing programs and proposes needed changes in legislation.

U. S. DEPARTMENT OF AGRICULTURE. BUREAU OF AGRICULTURAL ECONOMICS. *Wages and Wage Rates of Hired Farm Workers, United States and Major Regions, July 1946*. Washington: The Bureau, Sept. 1947. 53 pp. (Survey of Wages and Wage Reports in Agriculture. Report No. 20.) Processed.

UTAH. INDUSTRIAL COMMISSION. DEPARTMENT OF EMPLOYMENT SECURITY. *A Guide to Utah Employment, Industrial and Occupational Information*. Salt Lake City (?): The Department, 1947 (?). Various paging. Processed. A bibliography.

### Public Welfare and Relief

BARNETT, JOHN V. "Public Nursing Homes: A Logical Development in Public Assistance." *American Economic Security* (Chamber of Commerce of the U. S. A.), Washington, Vol. 4, Oct. 1947, pp. 12-16. 15 cents. Considers the desirability of amending existing Federal legislation to allow recipients of public assistance to reside in public and private institutions that provide nursing care.

BURNS, EVELINE M. "The Opportunity of the Private Agency in a Changing World." *Canadian Welfare*, Ottawa, Vol. 23, Oct. 15, 1947, pp. 3-10. 25 cents.

Discusses several important developments in the private welfare field and their implications.

CASSIDY, HARRY M. "The Canadian Social Service." *The Annals of the American Academy of Political and Social Science*, Philadelphia, Vol. 253, Sept. 1947, pp. 190-199. \$2.

Sketches the present pattern of Canadian social services, both public and private, and discusses the outstanding issues in this field.

COUNCIL OF SOCIAL AGENCIES OF CHICAGO. *Social Service Year Book, Chicago, 1945-46*. Chicago: The Council, 1947. 92 pp. \$2.

RUSSELL, ELIZABETH. *Professional Growth on the Job; a Guide for the Public Assistance Worker*. New York: Family Service Association of America, 1947. 62 pp. 60 cents.

SILLS, DOROTHY H. *Volunteers in Social Service*. New York: National Travelers Aid Association, 1947. 51 pp.

A guide to voluntary agencies that

are concerned with improving their service.

U. S. FEDERAL WORKS AGENCY. *Final Report of the WPA Program 1935-43*. Washington: U. S. Govt. Print. Off., 1947. 145 pp. 50 cents. Reviews the problems encountered during the existence of the WPA program and the manner in which they were solved; concludes that public work and relief should never be combined.

WISCONSIN. STATE DEPARTMENT OF PUBLIC WELFARE. *County and City Homes in Wisconsin; a Study of Public Institutions Caring for the Aged and the Chronically Ill*. Madison (?): The Department, Aug. 1947. 12 pp. Processed.

A report prepared for the Advisory Committee of the Wisconsin State Department of Public Welfare.

### Health and Medical Care

BUBEN, ZDENKA. "The Role of the Medical Social Worker in Securing Provisions for Medical Care." *Bulletin* (American Association of Medical Social Workers), Chicago, Vol. 20, Nov. 1947, pp. 50-59. 25 cents.

NEW JERSEY. DEPARTMENT OF INSTITUTIONS AND AGENCIES. *Hospital and Public Health Resources in New Jersey. Part 1 of Report of New Jersey Survey of Hospital and Health Center Facilities under Federal Hospital Survey and Construction Act*. Trenton: The Department, 1947. 114 pp.

"Report of the Surgical Insurance Plan Study Committee of the Rhode Island Medical Society to the House of Delegates (as Adopted by the House of Delegates, Sept. 15, 1947)." *Rhode Island Medical Journal*, Providence, Vol. 30, Oct. 1947, pp. 737-752. 25 cents.

Discusses not only the report but also the Rhode Island Medical Society's program for voluntary prepaid nonoccupational surgical and obstetrical insurance.

WILSON, ELIZABETH W. *Compulsory Health Insurance*. New York: National Industrial Conference Board, 1947. 138 pp. (Studies in Individual and Collective Security No. 3.) \$1.

Explores in detail the cost and feasibility of compulsory health insurance. Analyzes and compares the Wagner-Murray-Dingell bills of 1945 and the proposed National Health Insurance and Public Health Act of 1947, and presents the pros and cons of compulsory health insurance.



ir  
al  
5-  
rt.  
cs.  
ed  
o-  
ey  
ic  
n-  
or  
ty  
of  
ne  
d-  
g.  
ry  
e-  
he  
ng  
l-  
d-  
ol.  
cs.  
r-  
al  
w  
w  
d  
l-  
c-  
t-  
ce  
le  
se  
ne  
"  
l,  
p.  
ut  
o-  
id  
t-  
ry  
a-  
d,  
i-  
o.  
d  
a-  
ne  
15  
i-  
7,  
of



---

## FEDERAL SECURITY AGENCY

Washington, D. C.

### SOCIAL SECURITY ADMINISTRATION

ARTHUR J. ALTMAYER, *Commissioner*

WILLIAM L. MITCHELL, *Deputy Commissioner*

Bureau of Old-Age and Survivors Insurance

OSCAR C. POGGE, *Director*

Bureau of Public Assistance

JANE M. HOEY, *Director*

Bureau of Employment Security

R. G. WAGNET, *Director*

Children's Bureau

KATHARINE F. LENROOT, *Chief*

Bureau of Research and Statistics

I. S. FALK, *Director*

Bureau of Accounts and Audits

LEONARD J. WILBERT, *Director*

Informational Service

ROBERT HUSE, *Director*

Office of the Actuary

ROBERT J. MYERS, *Actuarial Consultant*

Office of Appeals Council

JOSEPH E. McELVAIN, *Chairman*

---

The SOCIAL SECURITY BULLETIN is published monthly under authority of Public Resolution No. 57, approved May 11, 1922 (42 Stat. 541), as amended by section 307, Public Act 212, 72d Congress, approved June 30, 1932. This publication is approved by the Director of the Bureau of the Budget.

The BULLETIN is prepared in the Periodic Publications Section, under the supervision of Jessica H. Barr, Chief of the Division of Publications and Review. It reports current data on operations of the Social Security Administration and the results of research and analysis pertinent to the social security program, and is issued primarily for distribution to agencies directly concerned with the administration of the Social Security Act. Statements in articles do not necessarily reflect final conclusions or official policies of the Social Security Administration. Any part of this publication may be reproduced with appropriate credit to the BULLETIN.

The BULLETIN is for sale by the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C., to whom all purchase orders, with accompanying remittance, should be sent. Beginning with the June 1947 issue, the annual subscription is \$2.00 in the United States, Canada, and Mexico and \$2.75 in all other countries; price of single copy, 20 cents.

Issues of the SOCIAL SECURITY YEARBOOK, an annual calendar-year supplement to the BULLETIN, are sold separately by the Superintendent of Documents as follows: 1939, 50 cents; 1940 and 1941, 70 cents each; 1942, 50 cents; 1943, out of print; 1944, 50 cents; 1945, 75 cents; and 1946, 25 cents.

---

---

## Publications of the Social Security Administration

Purchase orders for publications with prices listed should be accompanied by remittance in check or money order and addressed to the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C. Requests for other publications listed should be addressed to the Social Security Administration.

### Periodicals

- Social Security Bulletin.* Monthly. Subscription price, \$2.00 in United States, Canada, and Mexico; \$2.75 in all other countries. Single copies, 20 cents.
- The Child.* Children's Bureau. Monthly. Subscription price, \$1.00 in United States, Canada, and Mexico; \$1.25 in all other countries. Single copies, 10 cents.
- Annual Report of the Federal Security Agency; Section Six, Social Security Board, 1946.* 25 cents.
- Social Security Yearbook, 1946.* (Eighth annual supplement to *Social Security Bulletin*.) 25 cents.
- Employment Security Activities.* Bureau of Employment Security. Monthly. Processed.
- Unemployment Compensation Interpretation Service—The Benefit Series.* Bureau of Employment Security. Monthly. Subscription price, \$3.50 a year; single copies, 30 cents.
- Insured Unemployment.* Bureau of Employment Security. Weekly. Processed.
- Unemployment Insurance Claims.* Bureau of Employment Security. Weekly. Processed.
- Comparative Statistics of General Assistance Operations of Public Agencies in Selected Large Cities.* Bureau of Public Assistance. Monthly. Processed.
- Reasons for Opening Cases for Assistance.* Bureau of Public Assistance. Quarterly. Processed.

### Reports

- Principles Underlying Labor-Dispute Disqualification.* Bureau of Employment Security.
- Principles Underlying the Prevailing Conditions of Work Standard.* Bureau of Employment Security. Processed.
- Case Records in Public Assistance* (Case Materials Selected From Public Welfare Agencies No. 1). Bureau of Public Assistance.
- Staff Development Through the Administrative Processes* (Current Practices in Staff Training, Illustrations from State Public Assistance Agencies No. 5). Bureau of Public Assistance.
- Public Assistance Goals for 1947.* Bureau of Public Assistance. Processed.
- Characteristics of State Plans for Old-Age Assistance, Aid to the Blind, and Aid to Dependent Children.* Bureau of Public Assistance. 35 cents.
- Medical Care and Costs in Relation to Family Income, a Statistical Source Book.* Bureau of Research and Statistics. \$1.25.
- Social Insurance Financing in Relation to Consumer Income and Expenditures.* Bureau of Research and Statistics. 45 cents.

Pamphlets explaining the social security programs and the rights of individuals under these programs are available in limited quantities from the Administration's regional and field offices or from Informational Service, Federal Security Building, Washington 25, D. C.

---



